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ABSTRACT

The testimony and statements of various administrators and educators at the hearing regarding the effectiveness of Title I are presented in this report. Emphasis is placed on the improvements made by Title I programs in the reading and mathematics skills of educationally disadvantaged students, and numerous case studies are cited in which Title I programs improved student achievement. Descriptions are given of the major programs funded under Title I in both urban and rural areas, and their impact on participating students is discussed. In many of the statements, Title I effectiveness is attributed to cooperation between Federal, State and local agencies and parent advisory councils. Some problems with the allocation of Title I funds are discussed and arguments for continuing and increasing Title I funds are presented. (EE)

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SEP 6 - 1979

OVERSIGHT HEARING ON TITLE I OF THE ELEMENTARY AND SECONDARY EDUCATION ACT

ED177237

HEARING

BEFORE THE

SUBCOMMITTEE ON ELEMENTARY, SECONDARY, AND VOCATIONAL EDUCATION

OF THE

COMMITTEE ON EDUCATION AND LABOR

HOUSE OF REPRESENTATIVES

NINETY-SIXTH CONGRESS

FIRST SESSION

HEARING HELD IN WASHINGTON, D.C., ON
MARCH 6, 1979

Printed for the use of the Committee on Education and Labor

U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
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OVERSIGHT HEARING ON TITLE I OF THE ELEMENTARY AND SECONDARY EDUCATION ACT

TUESDAY, MARCH 6, 1979

HOUSE OF REPRESENTATIVES,
SUBCOMMITTEE ON ELEMENTARY, SECONDARY,
AND VOCATIONAL EDUCATION,
COMMITTEE ON EDUCATION AND LABOR,
Washington, D.C.

The subcommittee met, pursuant to call, at 9:35 a.m., in room 2175, Rayburn House Office Building, Hon. Carl D. Perkins (chairman of the subcommittee) presiding.

Members present: Representatives Perkins, Hawkins, Kildee, Murphy, Kogovsek, Goodling, Erdahl, Ashbrook, and Hinson.

Staff present: John F. Jennings, majority counsel; Martin LaVor, minority senior legislative associate; and Charles Radcliffe, minority counsel.

Chairman PERKINS. The committee will come to order this morning. We are going to call forward the following panel: Dr. Oliver Himley, chief of title I, ESEA, Iowa Department of Public Instruction; Ms. Jo Leta Reynolds, director of Compensatory Education, Tennessee State Department of Education; Mr. William J. Johnston, general superintendent, Los Angeles Unified School District; Dr. Arthur Jefferson, general superintendent, Detroit Public Schools; Mr. Thomas Rosica, director of Federal Programs for Philadelphia Public Schools; Ms. Fay Harbison, director, Project Catch-Up, Newport Beach, Calif.; Ms. Marcelyn Hobbs, Reading/English Rotation project, Morris Middle School, Thomson, Ga.

I would like all of you to come around as a panel this morning. We will refrain from asking questions until after all the statements have been made, in order to expedite the procedure and conserve time since we have an important meeting of the House here at noon.

Before we start this morning, I want to welcome all of you here, I know Mr. Gus Hawkins wants to introduce Mr. Johnston from his own State.

Mr. HAWKINS. Mr. Chairman, thank you.

I am very pleased and honored to represent, as it were, the very distinguished Superintendent of Schools for the Los Angeles Unified Schools, Mr. William Johnston. Mr. Johnston is well known by most

of us. May I simply say that he has one of the largest districts in the country, and we have very difficult problems, as in other districts. Despite these very difficult and very trying days in Los Angeles, we do have an outstanding educational system, Mr. Johnston. I am very proud that he is one of the representatives of the district at the congressional level. We are very pleased to have him here, and it is a pleasure to introduce him to the committee.

Chairman PERKINS. Thank you very much.

All right, Dr. Himley, chief of title I, ESEA, Iowa Department of Public Instruction, we are glad to welcome you here, and you may start.

It would serve a useful purpose, in my judgment, if, without objection, the entire statements of all you ladies and gentlemen are inserted in the record in toto, as though you delivered them. It may be useful if you could summarize those statements this morning; otherwise the bells may ring, and we will not have any time at all for questions.

We will start with you, Dr. Himley.

[The prepared statement of Dr. Himley follows:]

TESTIMONY PRESENTED BY DR. OLIVER T. HIMLEY, STATE TITLE I DIRECTOR, IOWA

Mr. Chairman and Members of the Sub-Committee on Elementary, Secondary, and Vocational Education, my name is Oliver T. Himley. I have served as the State Director of Title I, ESEA, in Iowa since August of 1970. I am also currently serving as President of the National Association of State Coordinators of Title I, ESEA.

I must first express my appreciation for being given the opportunity to provide testimony today representing my State and my counterparts across the nation. Secondly, I wish to express appreciation to the Federal Government for having enacted P.L. 95-561. In my view, it evidences a continued responsiveness by the Federal Government to identified educational needs.

I recognize that I am here to testify relative to Title I, ESEA. I would like to, however, briefly acquaint the Sub-Committee more specifically with our organization. I believe the information about the organization may be useful to you in Oversight or Reauthorization Hearings in the foreseeable future.

The purpose of the organization is to provide a vehicle for the exchange of ideas among the various states and to serve as the official body representing the general wishes, desires, opinions and needs, of the State Coordinators of Title I, ESEA. The membership elects it's officers and a representative from each of the ten H.E.W. Regions. This group serves as the Board of Directors. Each of the Board of Directors chairs a committee and each member serves on two committees. Committees include: Program Improvement, chaired by Ms. Elizabeth Alfred of Nebraska; the Evaluations Committee, chaired by Mr. Clarence Morris of Arkansas; and we have several Legal Concerns Sub-Committees. The organization would be pleased to lend its' somewhat unique perspective to you in any of your deliberations.

More specifically in regard to Title I -- I believe that the cornerstone of this program is found in Section 101.(a) of Public Law 95-561 which provides the following title -- "TITLE I -- FINANCIAL ASSISTANCE TO MEET SPECIAL EDUCATIONAL NEEDS OF CHILDREN". It is noteworthy that the title does not state . . . to attempt to meet . . . It is also noteworthy that the title speaks to the educational needs of children. Anyone charged with the responsibility of administering this program should review the title periodically. In so doing, one realizes that fiscal accountability and compliance with the various legal requirements, while important, are not the only areas of responsibility associated with this program. It would appear that programs funded with Title I funds should be, therefore, legal and effective. There is nothing to imply that those two requirements are mutually exclusive or that one should not strive to meet both criteria simultaneously. I do believe that the Title I programs have for the last several years, been legal in an overwhelming majority of instances. I also believe that they have demonstrated their effectiveness within their financial parameters.

Achieving the intent of this legislation requires concerted effort from federal, state, and local agencies. Such efforts are most successful when one finds the elements of professional respect, open mindedness, and true involvement within and across those agency lines. I believe that we have all come a long way in that regard.

I will provide evidence of program effectiveness in terms of student achievement. Before that is done, however, I will provide at least some illustrations of other benefits derived from Title I. I believe that the evidence is mounting that the spin-off benefits from Title I that accrue to the "regular" school program or other federally funded programs are of considerable

magnitude and must be recognized.

First of all, it is important to remind ourselves that Title I programs are almost always directed toward the improvement of reading or mathematics skills of the educationally disadvantaged students. It should surprise no one that much has been learned, since the advent of Title I, about diagnosing reading and mathematics skill deficiencies. Equally as important is that much has been learned about developing programs to correct those identified deficiencies. Therefore, it should surprise no one that many of the "remedial" methodologies of Title I programs have been implemented as "preventative" methodologies in the "regular" school programs. This has occurred consciously or otherwise in most local educational agencies. It also can be demonstrated at the state level. A classic illustration is the State of Rhode Island.

In an effort to improve the Title I reading programs in their State, the State Agency Title I Division caused to be developed, a document which was to serve as a planning document. It consisted of thirty-five reading standards which they believed to be essential in any effective Title I reading program. It is my understanding that the document is now being favorably viewed as a document which would serve to improve the "regular" reading program in their State. It is also my understanding that other states will be utilizing the document in their efforts to improve the reading programs in their respective states.

The Title I Unit in the Iowa Department of Public Instruction is currently conducting a rather extensive study of Title I reading programs in Iowa. It involves two hundred forty-nine LEAs and approximately five hundred Title I teachers. The purpose of the study is to identify key variables that contribute to an effective Title I elementary school reading program. It is not a duplication of the Rhode Island effort and it is entirely possible that a consortium effort could evolve for the two states.

It is my understanding that only one state had a state funded compensatory education program prior to the enactment of Public Law 89-10. Since that time, at least an additional sixteen states have recognized the need for and implemented state compensatory education programs and I understand that all of them have shown steady expansion. This represents, to me, a rather remarkable spin-off success story for Title I. Virtually all of those states are, however, not the rural type of state and are not viewed as lower income states. The lower income states are, therefore, entirely dependent upon Title I for supplemental educational programs.

Most, if not all states, have provided leadership in improving the effectiveness of their Title I programs. Annual state program improvement conferences are sponsored by a significant number of states. It is a tremendously well received effort in the state that I represent. Region VII, which is made up of Nebraska, Kansas, Missouri, and Iowa, has, through state agency cooperation, sponsored regional program improvement conferences for several years. We believe it to be extremely worthwhile.

Another illustration is Wisconsin. The Title I Division there has sponsored Title I workshops for principals of Title I attendance centers. This may only appear to be a "common sense" effort, but it is my understanding that a soon to be released Rand Report also identifies the principal as a key figure in the effective program arena.

States and LEAs have made, I believe, an honest effort to comply with parent advisory committee requirements. The State of Oregon has developed two extremely useful documents in this realm. I do not wish to imply that Oregon believes that the parent effort should end with the advisory committee effort, but unfortunately there are individuals or groups that appear to place the emphasis on parent advisory committee activities as opposed to placing

the emphasis on the involvement of parents in the instructional programs of their respective youngsters. Implementation of Section 129 of Public Law 95-561 would be a major step forward in implementing the intent of the Title I legislation. The State of Iowa has implemented Section 141(a)(14)(b) of Public Law 93-380 which, of course, speaks to individualized educational plans. It would be a mistake to let parent involvement consist of only the advisory committee role as outlined in Section 125 of Public Law 95-561.

Section 151 of Public Law 93-380 mandated the development of evaluation models and the providing of technical assistance to SEAs in the implementation of those models. The models have been developed and have been implemented in many states. Iowa is not unique, but all Iowa LEAs have implemented one of the models for the current year. This, of course, has been done without the federal mandate which is in the offing for next year. The technical assistance center for our region is the American Institutes for Research from Palo Alto, California. I am pleased to report that we have received a tremendous amount of assistance from them. It was my privilege to recently review a draft copy of a report by a select committee charged with the responsibility of evaluating the effectiveness of the technical assistance centers nationwide. I was pleased to note that our satisfaction in Region VII with our technical assistance center is by no means a unique situation.

When I was invited to provide testimony, I inquired as to who else would also be invited. Upon learning that the large LEAs would be ably represented, I decided to focus some attention on the rural areas. Rest assured that there is rural poverty and accompanying rural educational deprivation. It may not manifest itself as prominently in the rural areas as in the metropolitan areas, but it is there.

I surveyed a number of my counterparts in the more rural states, and they concurred in the presence of poverty and educational deprivation in their states. One State Director of Title I cited the fact that eighty-five of the ninety counties in her State would qualify for concentration grant monies. All surveyed states were pleased with the effectiveness of their Title I programs.

I referred earlier to the evaluation models. They were, of course, developed by RMC Research Corporation out of California. The metric developed to measure student achievement gain is known as the normal curve equivalent or better known as simply NCE. RMC Research Corporation established, through the application of the models to existing exemplary programs and by other statistical analysis, that a gain of seven NCEs would, in their view, be exemplary. The following table provides mean NCE gains from approximately two hundred fifty Iowa LEAs during the 1977-78 school year.

Grade	Title I Reading	Title I Mathematics
2	7.8	4.7
3	7.4	6.3
4	4.4	7.5
5	5.7	9.4
6	5.3	9.0
7	7.0	5.0
8	5.0	6.3
9	4.7	
Mean Score	6.3	7.2

I believe the evidence is clear in Iowa, and we are not atypical, that Title I is working well in a rural type of state.

On a national basis, one should note:

1. "A Descriptive and Analytic Study of Compensatory Reading Programs" conducted by the Education Testing Service (1976) found that children in Title I reading programs start out behind non-compensatory students during the fall but make more progress than regular students during the course of the school year. These children not only improved their reading skills at a faster rate than students without special help, but feel better about themselves as readers and toward their reading activities than do their unassisted regular school mates. The study also revealed that schools that received Title I funds had greater concentrations of educationally and economically deprived children than other schools, and the students served in the Title I schools were in greater need (had lower test scores) than were students in non-Title I schools.
2. "Practices in ESEA, Title I Reading Achievement" prepared by the Stanford Research Institute (1976) concluded that Title I must be judged a significant success under the currently accepted single school year criterion.

The National Assessment of Educational Progress recently reported that the reading scores of nine year old children have risen since the last assessment. This rise is particularly significant in light of the general decline in scores on standardized tests. While Title I can, by no means, take total credit for this rise, it is of importance to note that the greatest thrust of Title I is in reading, grades one through four, which includes children ages six through nine.

3. The National Institute for Evaluation in its Instructional Dimensions Study suggests that compensatory instruction in reading and math can meet with significant success. Overall, the study showed that the children made outstanding achievement gains. The results certainly indicate that school districts can create the conditions necessary to make compensatory instructional services effective.

I firmly believe that the Title I program is a success story.

Thank you.

STATEMENT OF OLIVER HIMLEY, CHIEF OF TITLE I, ESEA, IOWA DEPARTMENT OF PUBLIC INSTRUCTION

Dr. HIMLEY. Thank you, Mr. Chairman, and members of the committee.

I am Oliver Himley. I am the State title I director in the State of Iowa, and I have served in that capacity since August of 1970. Currently I am also serving as the president of the National Association of the State Title I Coordinators.

I do want to express appreciation for the opportunity to provide testimony today, and also express particular appreciation to you, Mr. Chairman, for passing Public Law 95-561. I believe it does represent, or indicate a responsiveness on the part of the Federal Government to the needs of the educationally disadvantaged boys and girls across the country.

As we think in terms of current situations, I believe we must recognize and accept the Proposition 13 syndrome, whether we agree with it or not. I am also aware, as you people certainly are, that State legislators are pressing for a balanced Federal budget, and in that light I would like to think that the testimony being given here this morning will assist, hopefully, down the road, in getting some adequate appropriations as far as title I is concerned.

I would submit to you that title I is one of the best, if not the best educational areas in which to invest Federal dollars. Certainly, for one thing, there is need for such a program. I think the need for the program has been demonstrated time and time again, and our written testimony will speak to that point.

In addition to that, our written testimony will speak to the—I think in rather objective terms, the effectiveness of the programs.

One thing which I think we sometimes overlook as we look at programs, we tend to look only at the achievement data, for example, of title I students. I am not suggesting that that is not important. I would like to emphasize this morning that I think there are many, many spin-off benefits from title I that accrue to regular school programs.

So as we think in terms of whether or not, or how much money should be invested in title I, I don't believe our view should be

restricted only to the title I program per se. There are spin-off benefits that accrue to the regular program as well.

For example, I think all of us have learned much since the advent of title I about the diagnosis prescription of reading problems, programs, and many of those so-called remedial procedures have found their way into the preventative methodologies as far as the regular instructional program is concerned.

I would also submit that States have grown in their capacity since the advent of title I in terms of being able to provide leadership to the school districts that need that type of assistance.

As I did in the written testimony, I would like to particularly cite this morning, as an illustration, the State of Rhode Island, obviously not a very large State, but by the same token, a State that has done much in terms of the development of effective reading programs.

The State that I represent, Iowa, has done much in terms of also focusing in on the effectiveness of reading programs. I would believe that the two States will probably end up with some type of consortium to, again, hopefully, improve programs even beyond the point they are currently at.

The State of Oregon has developed and shared with States across the country, handbooks with respect to parent advisory councils. These are just a few of the illustrations indicating the growth that has taken place within the LEA's and the SEA's across the country.

The point that I am leading into here, I believe, is that the structure for developing and delivering effective educational programs is in place. It is in place at the Federal level, the State level, and the local level, and when one considers that title I represents only 3 to 4 percent of the total amount of money spent for education across the country, I truly believe title I is a success story, and it does represent, in my view, an excellent investment in education by the Federal Government.

I will not dwell on the objective type of data that is presented in the written testimony. I will stop for now, and be pleased to attempt to answer questions later on, if you have any.

Thank you.

Chairman PERKINS. Thank you very much for an excellent testimony.

Our next witness is Mrs. Jo Leta Reynolds, director of compensatory education, Tennessee State Department of Education. You go ahead, Mrs. Reynolds, we are glad to welcome you here.

[The prepared statement of Mrs. Reynolds follows:]

Testimony Presented by Jo Leta Reynolds, Director, Compensatory, Education, State of Tennessee

Mr. Chairman and Members of the Subcommittee on Elementary, Secondary, and Vocational Education, my name is JoLeta McDowell Reynolds. I have served as the State Director of Compensatory Education (Title I, ESEA), in Tennessee since July of 1976.

On behalf of the Tennessee Department of Education, I wish to express sincere appreciation to each of you for giving me the opportunity to represent my State and submit written testimony and later to appear before you to present oral testimony. To my knowledge, this is the first time the Tennessee State Department of Education has been afforded this honor.

I also wish to express appreciation to those who worked endlessly in securing the enactment of P.L. 95-561. From its inception, Title I of the Elementary and Secondary Education Act, has been "an Act to strengthen and improve educational quality and educational opportunities in the Nation's elementary and secondary schools". In this testimony, I will: (1) Provide an overview of what Title I has meant to the youth of Tennessee. (For many of Tennessee's children, it has meant their first opportunity to receive the individual attention they needed to become productive, self-sufficient individuals.); (2) Provide a brief description of the scope and nature of Title I in Tennessee. (All of Tennessee's one hundred forty-eight (148) local education agencies and its one (1) special secondary school participate in Title I. It is one means by which educationally deprived children can receive the help they need in order to succeed.); (3) Provide a description of the major types of programs funded under Title I. (This description gives one an idea of the impact of Title I in Tennessee. For example, one hundred forty-eight (148) of Tennessee's one hundred forty-nine (149) local school systems conduct remedial reading programs funded under Title I.); (4) Provide information regarding program effectiveness in terms of benefits other than student achievement. (For

example, improved teaching methods, materials, etc., are one measure of program effectiveness. Another example is that of the spin-off effect which benefits pre-school children in homes having children participating in Title I.); (5) Describe the impact of Title I in Tennessee by giving a description of the student participation in Title I in Tennessee. (It is estimated that less then half of those students eligible to receive Title I receive services. The major reason for this appears to be lack of funds.); (6) Describe the attempt to evaluate the success of Title I programs in terms of student achievement. (The State average NCE gain in reading was 4.2. It was 7.7 in math.); and (7) Describe the need for increased funding. (Title I funds cannot remain static if programs are to continue at the same level as one finds them now. This is even more critical as school systems strive to comply with Section 124(k), P.L. 95-561.)

Before going into other aspects of Title I, a brief description of the scope of Title I in Tennessee would be in order. Tennessee has ninety-five counties. Within these counties, there are one hundred forty-eight (148) local school systems and one special school which is operated by the Tennessee State Department of Education and, for the most part, is treated as a school system. Title I programs can be found in eligible schools within each of the school systems in Tennessee. From this, one can see that Title I affects educationally deprived children from the Westernmost end of Tennessee eastward across Middle Tennessee to the Easternmost tip of the State.

For the most part, Tennessee can be classified as rural, however, it also has one of the Nation's largest metropolitan cities. In Tennessee one finds, however, that whether rural or urban, educational deprivation exists and is closely related to economic deprivation. That is, in

Tennessee, one finds that the majority of educationally deprived children come from areas with high concentrations of economic deprivation. Congress' Declaration of Policy as set forth in Section 101 of P.L. 95-561 is consistent with the needs in Tennessee.

Title I grants to the local school systems in Tennessee range from approximately $11,000 to a grant, in one system, in excess of $11 million dollars with approximately 50% of the school systems receiving grants within the $50,001 to $250,000 range.

Achieving the intent of the Legislation requires a concerted effort of cooperation and mutual understanding among the involved federal, state, and local agencies. In Tennessee, the State Department of Education and the Local Education Agencies have made sincere and concerted efforts to implement Title I as Congress intended by its passage of the Elementary and Secondary Education Act.

Title I activities for educationally deprived students are experiences that would be difficult, if not impossible, for the regular classroom teacher to provide. As if they are not burdened enough, the educationally disadvantaged children are handicapped further by the conditions under which they are educated in the regular classroom and they respond as one would expect: their reading ability is inferior and continues to decline without remediation, their achievement poorer, and their frustration greater. All this, without remediation, leads to a sequence of failure, disruptive behavior, and dropping out of school. The educationally disadvantaged children, if they are to succeed, need to participate in activities to which they can contribute, through which they can earn the respect of others, and in which they can improve their performance. They need a challenge, and yet, they need some measure of success, and above all, they need to develop the attitude that education is related to their

lives and their purposes. They need to know how a thing will affect them personally. In my opinion, Title I, when implemented as intended by Congress, is one means by which educationally disadvantaged children can receive the help they need in order to succeed.

Success oriented Compensatory Education classes, while addressing an educational need, involve, as a rule, small group delivery methods with a noncompetitive atmosphere being set and encouragement given to students to shafe, take chances, explore, and ultimately to achieve at the highest level they are capable of reaching. Title I has demonstrated that with individualized instruction, one can, among other things, reasonably expect: (1) Test scores of students to improve beyond the normal expectations in a regular classroom, (2) Self-worth to grow, and (3) Parent involvement to increase.

There would be "school" even if Title I funds were not available, but, without federal funds, especially Title I, educationally deprived students would be denied the opportunity to receive the supplementary experiences needed if they are to achieve at an acceptable rate.

A description of the major types of programs funded under Title I gives one an idea of the impact of Title I in Tennessee. During FY '78, the best available data indicate of the one hundred forty-nine (149) school systems in Tennessee, one hundred forty-eight (148) conducted remedial reading programs funded under Title I. Various grades were involved, however, major emphasis was placed on services to students in grades 1-6. The data indicate seventy-eight (78) of the school systems implemented Title I math programs and twenty-five (25) of the school systems conducted other types of Title I programs designed to meet the special educational needs of educationally deprived children. In FY '78, one hundred (100) of Tennessee's school systems included, as a part of their Title I program,

support services in one or more of the following areas: health, food, social, medical, dental, and clothing. These supportive services were provided only if they were not otherwise available and only to those students involved in the Title I instructional activities.

Program effectiveness can best be shown in terms of student achievement and will be presented in detail later in this testimony. There are, however, other benefits derived from Title I. For example, in Tennessee, the spin-off benefits from Title I funded activities are apparent when one reviews teaching methods, materials and delivery systems being adopted for use in the regular classroom. These spin-off benefits are also realized as one talks with parents of pre-school children who also have school age children in the Title I programs. It appears that successful experiences in Title I classes are brought home by the Title I students and, as a result, younger, pre-school children receive spin-off benefits from Title I programs. Also, in Title I programs having a home-school component, especially those featuring a liaison approach between the school and the home, it appears that parents receive training which helps them to help their school age children and as a result are also better able to help their pre-school children before they leave home and experience the more threatening atmosphere of the regular school classroom.

Now let's turn to another measure of the impact Title I has had on the youth of Tennessee - that of number of participants. Table I depicts figures taken from the evaluation reports of FY '78 Title I programs. These reports were submitted to the State Education Agency by the Local Education Agencies. Table I presents the number of participants (unduplicated FTE), from public and private schools, by grade group, for the regular school term as well as during the summer. As clearly shown by Table I,

TABLE I

NUMBER OF TITLE I PARTICIPANTS (UNDUPLICATED FTE)
DURING FY 78

	Regular Term		Summer Term	
	Public	Private	Public	Private
Pre K & K	5456			
Grades 1-6	82,364	99	4701	129
Grades 7-9	11,589		292	21
Grades 10-12	567		217	
Total	99,976	99	5210	150

Title I, in FY '78 in Tennessee, provided services to approximately 100,075 (FTE) students during the regular school term. The body count for the same period was approximately 103,119. During the FY '78 summer period, approximately 5,360 (FTE) students were served in twelve (12) summer programs. Even though these figures would lead one to believe that a vast number of students are being served, perhaps more importantly, and somewhat unsaid is the fact that an estimated 248,907 children in Tennessee, during the same period of time, were eligible for services but less than half received Title I services. The major reason for this appeared to be lack of funds. Also, it is significant to note that only twelve (12) summer programs were conducted. Others were needed but Title I funds were used during the regular school year and were not sufficient to provide much needed additional services during the summer which, perhaps, would have helped to sustain gains realized during the regular school term.

Another means of demonstrating the impact of Title I services in Tennessee is to look at the number of participants by type of service. Table II presents the number of participants in FY '78 (Duplicated Count) by type of service. These numbers were taken from reports submitted by LEAs across the state. Table II would lead one to believe that many students receive services as a result of Title I. This is true, but more is needed. The table does not tell the whole story. A review of LEAs reporting the number of educationally deprived children by type of need, showed that approximately fifty-eight percent (58%) of those identified as educationally deprived and demonstrating needs in the area of reading were receiving Title I services. Only fifty-one percent (51%) of the educationally deprived children identified as having a need in the area of math were being served in Title I classes, and nineteen percent (19%) of the educationally deprived students demonstrating other academic needs were

TABLE II

NUMBER OF TITLE I PARTICIPANTS (DUPLICATED COUNT)
BY AREA OF SERVICE DURING FY 78

	Regular	Summer
Reading	81,571	7,678
Math	36,044	3,399
Other Academic	5,227	344
Support Services	48,003	1,043

being served. This demonstrates the need for not only a continuation of funding but a need for increased funding in order to meet the needs of these children. For example, in one rural school system in Tennessee, twelve hundred and ninety-two (1,292) students have been found to be below grade level in math. Due to insufficient funds, no Title I remedial math services are being provided.

To provide the services described in this testimony, it takes dedicated, qualified personnel. Table III depicts the Title I staff, by category, as was reported by LEAs, which were employed to provide Title I services to educationally deprived children during FY '78. It is also significant to note that, in Tennessees largest school system alone, it is estimated that with the anticipated FY '80 level of funding, it may be necessary to remove one hundred dedicated and qualified teachers from the Title I payroll. Also involved, among other things, would be a reduction in specialized materials and supplies needed by the remaining Title I teachers.

Title I also contributes to the improvement of debilitating and demoralizing community factors by providing an opportunity for parents to serve as constructive forces in the education of their children.

Title I funds were also used to fund parent advisory council activities. In FY '78, approximately $146,226 in Title I funds were reported as spent for parent advisory council activities. It has been found in the State of Tennessee that parent involvement as it relates to instruction is the most effective type of involvement of parents. One urban school system reported: "We feel that the program accomplishments can be felt by the fact that we had three hundred forty-eight parents of Title I students who were actively involved in PAC activities last year. They supported the program in many ways, and their suggestions and ideas have been incorporated into our pro-

TABLE III

NUMBER OF TITLE I PERSONNEL (FTE) DURING FY 78

	Regular	Summer
Directors	118	27
Teachers	1907	582
Aides	1939	128
Subject Matter Specialists	48	9
Resource Personnel	41	18
Counseling & Psychological Personnel	64	1
Other (Health & Social Services, Secretaries, Maintenance, PAC Coordinators, Drivers)	239	54
TOTAL	4356	819

posals as they are developed each year. Many parents have been challenged to further their own education, and numerous Title I aides are presently employed as teachers in our school system. Our data indicate that where parents become active participants in the program at school and assist their children at home in our parent-card program that achievement does increase. When compared with non-participating parents, an average of five additional months was noted."

Another urban school system involved its Title I parents by telephone contacts, notes/letters and other written communication, by parent-teacher conferences, and by Title I classroom visitation and work within the classroom. A survey of this system's Title I parents showed that of the one thousand nine hundred fifty-six (1,956) parents surveyed, one thousand nine hundred and eighteen (1,918) indicated that the reading support program had aided in his/her childs' progress in regular reading class in school. One thousand one hundred and eighty-one (1,181) of the one thousand two hundred and sixteen (1,216) parents surveyed felt that the math support program had aided his/her child in the regular math class in school.

To help evaluate the success of Title I programs, Section 151 of Public Law 93-380 mandated the development of evaluation models and the providing of technical assistance to SEA's in the implementation of those models. The models have been developed as required by RMC Research Corporation of California. The metric developed to measure student achievement gain was the normal curve equivalent or what is commonly referred to as the NCE. Tennessee began discussions concerning the Model in 1976, and beginning with the FY '77 Title I programs, was one of the first states to implement the models. All systems in Tennessee, beginning with the FY '77 Title I program, were required to use Model A-1 which required the use of a norm-referenced test for both the pre and post test. Tennessee's implementation of one of

the models was done without the federal mandate which is apparently down-the-pike for next year. The technical assistance center for our region, Region IV, is the Educational Testing Service (ETS) from Atlanta, Georgia. Tennessee has received a tremendous amount of support and help from the staff of the center. Center personnel assisted State Educational Agency Personnel in orientating Local Educational Agency Personnel to the use of the model and in coming to an understanding of the meaning of the NCE and how to use results of tests which are expressed in NCE gains.

It is my understanding that the NCE is like an index, for example, it might be compared to the Gross National Product and Dow Jones. It is an effort to report in a common way. It is recognized that any positive NCE (over 0) can be attributed to Title I. The Standard Deviation is 21.06, and in the use of the NCE, it is felt that a scale of about 0-12 can be anticipated. Zero (0) NCE means no learning occurred because of Title I. It is generally understood that an NCE gain of three to four (3-4) should be expected with a gain of six to seven (6-7) in some cases. RMC Research Corporation established, through the application of the models to existing exemplary programs and by other statistical analysis, that a gain of seven (7) NCEs would, in their view, be exemplary. This background information is provided as an introduction to Table IV which presents the NCE gain, by grade, in reading and math. Table IV also shows a concentration of services in grades two through six (2-6). It further shows that even though very few students are served at the upper grade levels, an NCE gain is shown.

The state average NCE gain in reading was 4.2 It was 7.7 in math. It should be noted that the NCE gain in math was one third (1/3) the Standard Deviation of 21.06. In reading the average weighted NCE gain statewide for grades 1-6 was 4.2. It was 4.3 for grades 7-9 and 1.5 for grades 10-12.

TABLE IV

NCE GAIN BY GRADE LEVEL DURING FY 78

Grade	Reading		Math	
	No. Tested	Gain	No. Tested	Gain
2	11,084	4.7	3,698	8.6
3	8,194	5.8	3,603	10.4
4	7,759	4.1	4,567	9.3
5	7,070	3.3	4,467	6.3
6	6,847	2.8	4,419	5.5
7	3,217	4.0	1,025	6.6
8	2,075	4.6	802	4.6
9	418	5.8	340	6.2
10	180	2.4	15	9.8
11	113	-.1	13	11.4
12	46	2.2	2	11.5

In math, the average weighted NCE gain statewide for grades 1-6 was 7.9, for grades 7.9, it was 5.7, and for grades 10-12, it was 10.6.

The gains noted above took into consideration all reporting LEAs in the State of Tennessee. To demonstrate the impact of Title I, in terms of student gains, in reading in rural areas, Table V shows the average NCE gain for students in ten (10) basically typical rural school systems in Tennessee. It should be noted that this table indicates that three thousand six hundred seventy-three (3,673) students were tested and the Average Weighted NCE gain was 6.1.

Likewise, it should be noted that gains are also made in Tennessee's urban school systems. One urban school system reported: "Title I is an effective tool in fighting educational depriviation and ... pupil achievement gains have averaged over 1.2 grade levels per year over the last three years."

Another urban school system presented the following evidence of program effectiveness in terms of student achievement. Approximately 12,801 children were served in grades pre-K - 8th. In reading, three thousand and seventeen (3,017) Title I students were tested in grades two through six (2-6). The average gain was 5.7 months. This is compared with four thousand two hundred and five (4,205) non-Title I students tested in grades two through six (2-6). The average gain for non-Title I students was 4.8 months. In mathematics, three thousand three hundred and ninety-seven (3,397) Title I students were tested in grades two through six (2-6). The average gain was 7.8 months. This is compared with four thousand one hundred and ninety-six (4,196) non-Title I students tested in grades two through six (2-6). The average gain for non-Title I students was 6.6 months. Also, in mathematics, six hundred and seven (607) Title I students in grades seven through eight (7-8) were tested. The average gain was 9.7

TABLE V

AVERAGE GAIN IN READING IN TEN RURAL TENNESSEE SCHOOL SYSTEMS DURING FY 78

System	Grades	No. Tested	Avg. NCE Gain
01	2-4	410	9.8
01	5-6	290	7.6
02	2-6	213	2.8
03	2-6	300	4.7
04	2-6	455	3.7
05	2-6	286	7.6
06	2-6	226	3.9
07	2-6	191	7.5
08	2-6	196	4.9
09	2-8	456	9.0
10	2-8	650	4.9
TOTAL		3673 Avg. Weighted NCE Gain	6.1

months. This is compared with seven hundred eighty-two (782) non-Title I students tested in grades seven through eight (7-8). The average gain for non-Title I students was 6.3 months.

I believe the evidence is clear in Tennessee, Title I is working well. It has been the bright spot in the educational program for thousands of students. But there are thousands of students desperately needing Title I services who do not receive them because Title I services are dependent, in large measure, upon the funding level of Title I. The need is clear not only for services to meet the needs of unserved students, but also there is a demonstrated need to expand current services, especially in the critical areas of reading and math. As has been shown from Local Educational Agency reports, current Title I funding basically provides reading at the elementary level. Consequently, if LEAs are to have secondary Title I programs or summer programs as the Legislation (Section 124(k), P.L. 95-561) encourages, either additional Title I funds are needed or LEAs will be forced to cut back current elementary programs in order to generate funds for use at the secondary level.

Funding of Title I cannot be static, it must increase if current programs are to be maintained and additional services are to be provided. It is estimated that funding at the same level would actually mean a reduction of as much as ten percent (10%) in some programs due in part, to the rising rate of inflation. One urban school system wrote: "...If we receive the same amount for next school year which we received for the one presently in session, it would, in fact, amount to a decrease. In order to give the projected cost of living, fringe benefits, etc., our budget would increase seven to ten percent. In order to hold our own, so to speak, we would require a seven to ten percent increase in new funding."

Also, it should be noted that P.L. 81-874, Section 5e funds, while difficult to administer, have provided additional monies which have supplemented Title I programs or have provided Title I type programs. The discontinuation of the categorical nature of these funds would have a definite effect on Title I services available to educationally deprived children in the State of Tennessee unless Title I funding is increased so as to offset the discontinuation.

One urban school system wrote: "...We anticipate a loss of $202 thousand dollars in P.L. 874 compensatory Education funds. This loss represents approximately an amount equivalent to 11% of our Title I FY '79 funding. The school system will be required to fund personnel salaries at a level equivalent to 7% or more (increments must be considered) higher than FY '79. Additionally, fringe benefits will be higher and the cost of materials and supplies will be escalated by more than 8%. These factors when taken into consideration mean that our system must have approximately 20% more Title I funding for FY '80 as opposed to FY '79 or reduce its programs by a like percentage. Without an increase in funding ..., we will have to cut back programming with a projected loss of nine to eleven classes. The educational arrangement used will determine the actual cutback number."

A bright spot in anticipated Title I funding is the provision set forth in Section 117 of P.L. 95-561. It is anticipated that concentration grants will affect eighty-five (85) of Tennessee's ninety-five (95) counties. Full funding of the concentration grant provision will enable Local Educational Agencies in Tennessee's counties to provide more effective programs of instruction, especially in the basic skills of reading, writing, and mathematics, to meet the special educational needs of educationally deprived children. Congress in its wisdom forsaw the critical need for additional

assistance to local educational agencies in counties with especially high concentrations of children from low-income families. Tennessee appreciates this effort.

In summary, this testimony has provided: (1) An overview of what Title I has meant in Tennessee; (2) A brief description of the scope and nature of Title I in Tennessee noting that all of the school systems in Tennessee participates in Title I; (3) A description of the major types of programs under Title I and their impact; (4) Information regarding effectiveness of Title I in terms of benefits other than student achievement such as improved teaching methods and materials; (5) Evaluation data indicating the success of the Title I programs in terms of student achievement noting that the State average NCE gain in reading was 4.2 and in math, it was 7.7; and (6) Evidence that Title I funding cannot be static, it must increase if current programs are to be maintained andadditional services are to be provided.

To further summarize, even though I personally have some technical concerns about some sections of the Legislation, I feel that Title I is working well in Tennessee. For the most part, I believe Title I programs are being conducted legally and effectively.

Title I classes in Tennessee, provide a non-threatening atmosphere where educationally deprived children can realize success and progress at their own rate. They provide a setting conducive to a relationship of confidence, warmth, acceptance, non-threatening evaluation and freedom from the routine structure of the regular classroom. The Title I teachdr accepts and works with each Title I child and his parents, even those whose behavior and language violate his/her own social codes. In the Title I class, the educationally deprived student is treated an an individual and given individual instruction. To me, it appears the effective teacher sees the world from the child's point of view and the most effective Title I programs involve the student's parents in his instruction.

As educator and as a mother, I realize the importance of supplementary instruction. Again, I commend those responsible for the enactment of Title I of the Elementary and Secondary Education Act.

Thank you.

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STATEMENT OF JO LETA REYNOLDS, DIRECTOR, COMPENSATORY EDUCATION, TENNESSEE STATE DEPARTMENT OF EDUCATION

Mrs. REYNOLDS. Thank you, Mr. Chairman, and Members of the Committee.

I do appreciate the opportunity of presenting testimony, and on behalf of the State of Tennessee, I would like to express that appreciation to you. To my knowledge, this is the first time the State of Tennessee has been given this honor, and we are grateful.

You have copies of my detailed testimony, and as the Chairman requested, I will attempt to summarize that, rather than to read from the document itself.

I would like to summarize by telling you a little bit about title I in Tennessee, because I think you can see that it is working.

In Tennessee, title I is, perhaps, the first opportunity that most of our children have for a successful experience. The instructional activities provided would, at best, be difficult to be provided in the regular classroom, or even, perhaps, impossible.

Every school system in Tennessee has a title I grant. Grants to the LEA's in our State range from $11,000 to $11 million, with the majority falling in the range of $50,000 to $250,000.

In our State we serve approximately 103,000 students, but the unsaid fact is that we have approximately 248,000 eligible students. So you see that we are serving many children, but there are many yet to be served.

Title I in Tennessee, basically, involves two major types of programs, remedial reading and remedial math. One-hundred-and-forty-eight of Tennessee's 149 systems have remedial reading programs funded under title I, and only 78 have remedial math programs, and 100 provide support services.

The spin-off effect, I think, is one way of demonstrating that title I is working in Tennessee. As Dr. Himley indicated in his testimony, it is evident that the spin-off effect has been seen in that title I teaching methods, we see many times, now, being adopted in the regular classroom.

Also, particularly in the projects that have parent-home coordination in their projects, we see a definite effect—the spin-off effect on the siblings of the title I participant.

Evidence that it has worked can also be seen by the student gain. These I have presented to you in written testimony, but I would like to say that based upon what is commonly referred to now as the NCE, with a zero NCE meaning no progress as a result of title I, Tennessee has shown in reading a 4.2 NCE gain statewide average, and a 7.7 gain in math statewide average NCE.

So title I is working in terms of student achievement. In 11 of our basically rural, typical school systems in our State, the average NCE gain was 6.1, and in the urban school systems, we are reporting, in some cases, a 12 grade increase over the past 3 years. So by achievement, title I is also working.

Now, I would like to look at funding of title I as it will affect the school systems in Tennessee, and how it will affect the good title I is really doing.

First, in the State's largest urban city, it is estimated that with the anticipated fiscal year 1980 level of funding, it may necessitate the removal of 100 teachers from the payroll—the title I payrolls, and, therefore, decrease the services to our students.

Current funding has provided basically, reading at the elementary level, as I have indicated. Consequently, if LEA's in our State are to have secondary Title I programs, or summer programs, as the legislation in section 124 of Public Law 95-561 encourages, either additional title I funds are needed, or the LEA's will have to cut their elementary Title I programs back, in order to generate funds for these secondary programs or summer programs.

The title I funding, not only in Tennessee, but across the Nation cannot be static. It must increase in order to just maintain the current programs. If services are to be provided, there must be an increase in funding.

It is estimated that funding at the same level actually means a reduction of as much as 10 percent in some programs, due in part to the rising rate of inflation. In order to give the cost of living raise, the fringe benefits, and, as we would put it in Tennessee, hold our own, it is going to require a projected increase of 7 to 10 percent in our State.

Also it should be noted that the discontinuation of the categorical nature of section 5[e] Public Law 81-874 funds will adversely affect title I in Tennessee. These funds, for the most part, have been used in our State to supplement title I programs.

I would like to also note that there is a bright spot in the funding, and that is the provision for concentration grants. This will affect 85 of our 95 counties in our State. Full funding of the concentration grants will enable LEA's to provide more effective programs, and hopefully will affect many of the children that we have not been able to reach before.

In summary, even though I personally have some technical concerns as it relates to some of the sections of the legislation, I feel that title I is a good program, and it is working in our State. As an educator, and as a mother, I realize the importance of supplementary instruction, and I commend those responsible for the enactment of title I of the Elementary and Secondary Education Act.

I have been in title I since it began in 1965-66, and the program has worked, and it is still working. Again, on behalf of our State, I do thank you for the opportunity of telling you that title I is working in Tennessee.

Thank you.

Chairman PERKINS. Thank you very much for some excellent testimony.

The next witness is Dr. William J. Johnston, general superintendent, Los Angeles Unified School District.

Go ahead, Dr. Johnston.

[The prepared statement of Dr. Johnston follows:]

TESTIMONY TO THE SUBCOMMITTEE

ON ELEMENTARY, SECONDARY AND VOCATIONAL EDUCATION

Dr. William J. Johnston, Superintendent
Los Angeles Unified School District
March 6, 1979

Chairman Perkins and Members of the Subcommittee of Elementary, Secondary and Vocational Education, I am William J. Johnston, Superintendent of the Los Angeles Unified School District, the second largest school district in the nation. I welcome the opportunity to give testimony on the Title I program as it impacts the large urban school district which I represent.

I. BACKGROUND

In the 1960's educators, legislators such as Senator Perkins, and the public, in general, became aware that children from low income areas throughout the United States were not doing as well as they should in school. Because of underachievement, many children would never realize their personal, social or economic potentials. The poverty-underachievement-poverty cycle had to be broken. In 1965, with the passage of the Elementary and Secondary Education Act, massive federal assistance made it possible for school districts such as the Los Angeles Unified School District to provide additional services and educational experiences these children needed to improve their educational achievement.

II. NUMBER OF STUDENTS SERVED/CONCENTRATION OF POVERTY

The implementation of the Los Angeles Unified School District

Title I Program began in February, 1966 with provisions for services to approximately 50,000 eligible pupils. In the current school year, 1978-79, supplemental services are provided for approximately 152,000 educationally disadvantaged pupils living in low-income areas. Due to large concentrations of poverty, 137 district elementary schools and 19 district secondary schools serve students of whom more than 75% are from low-income families. Thus, within these 156 schools are concentrated 126,000 students who are eligible for the Title I program.

Although Title I has been the main source of funds for compensatory education in the Los Angeles Unified School District over the years, the district has not relied solely on federal funds to provide these extra services. The district has combined additional state compensatory education funds with Title I funds to create a coordinated, effective program while, at the same time, avoiding duplication of effort. With the passage of Senate Bill 90 (SB 90-EDY) by the California Legislature in 1972, the number of students participating in compensatory education programs has tripled since the initial years of the Title I program. Additionally, these federal and state funds have assisted in meeting the inflationary costs of maintaining existing programs as well as expanding such programs. It is noteworthy that 88% of the Title I funds

received by Los Angeles Unified School District are used in direct school level programs. The other 12% goes to curriculum and administrative support efforts.

III. GAINS IN STUDENT ACHIEVEMENT

Prior to 1965, the achievement scores of the Title I schools showed a steady decline. Since the inception of increased Title I funds and the concentration of programs in district schools, the decline of achievement scores has been arrested and gradual increased have resulted. Specifically, at the elementary level, the average percentile ranks in reading show growth from the 25 percentile in 1972 to the 31 percentile in 1976. The average percentile rank in mathematics increased from the 21 percentile in 1972 to the 36 percentile in 1976. Clearly, if we had not had compensatory education programs in the elementary schools, we would not see the steady progress in the achievement scores of secondary students that have occurred in recent years.

In 1970, our Title I seventh graders were achieving at a grade level equivalent of 3.8. In 1978, our Title I seventh graders boosted their grade level equivalent to 5.0, a gain of 12 months. The mathematics grade level equivalent for these same seventh graders in 1970 was 4.4. In 1978, it was 5.5, a gain of 11 months.

IV. HOW FUNDS ARE UTILIZED

With the Title I program, schools have had the requirement and the opportunity to bring parents-staff together to plan comprehensive programs for students. Consequently, the district's overall compensatory education program has the advantage of being developed, planned, implemented and evaluated in a coordinated effort by staff and the District Advisory Committee.

Local schools have utilized Title I funds as follows:

A. The instructional program is augmented by additional services in reading, language and mathematics through the use of specialists. We have been able to recruit approximately 2,000 teaching assistants from local colleges and universities to provide high quality assistance to individual students. Many of these assistants have returned to these inner city schools as regular teachers.

B. Title I funds have made it possible to develop and train education aides and parent volunteers from target communities. Funding has also made it possible to develop additional instructional materials to meet the special needs of eligible participants.

C. Multicultural education activities are provided in all instructional components at both the elementary and the secondary levels. These are designed to help bring about positive attitudes toward different ethnic groups.

D. Staff development is required of all project volunteer workers, aides, clerical personnel, teachers, administrators and participating parents. Title I funds have made it possible to upgrade the skills and understandings of all persons directly or indirectly involved with the teaching of eligible Title I project students.

E. Parent participation and parent education are basic to the success of the school's compensatory instructional activities. We have been able to train and develop parents to participate in the Advisory Council at each participating school. Currently, more than 4,000 parents are actively involved in planning, implementing, evaluating and modifying the local and districtwide program. Los Angeles Title I parents have become nationally acknowledged as leaders in parent participation. Approximately 3,000 para-professionals, many of whom are parents, are assisting eligible pupils in their classrooms. A number of these para-professionals have furthered their education to return to these schools as teachers or have entered into other related careers.

F. Health Services. In addition to instructional services, Title I funding has made it possible to provide supplementary services for parent conferences, referrals and follow-up attention to health defects. Each eligible participant has a health profile prepared for him or

her based on the results of a complete physical examination.

G. Counseling/Guidance. Added counseling time and resources permit greater individual attention to each student in the project as a result of both individual and group counseling.

H. Attendance. Additional pupil services and attendance personnel make home calls, hold case conferences and help eliminate problem situations that contribute to irregular school attendance.

V. CONCERNS

1. The grant for Title I has never been fully funded. Therefore, even after combining federal and state compensatory education funds, we are still not serving approximately 75,000 eligible students.

2. With the advent of our student integration program, Title I students that are transported to non-eligible schools will lose compensatory education services after the current year.

3. The election procedure for district advisory committees in large urban districts is cumbersome and unreasonable because it requires a formal districtwide election involving all parents. We would recommend that participation in the election be restricted to parents in participating-eligible and eligible (but not participating) schools.

4. New regulations require the maintenance of effort based on the second preceding year's expenditure. This requirement does not make allowances for unusual circumstances such as the effects of Proposition 13 which resulted in the

Los Angeles Unified School District losing about 10% of its state and local apportionment in the current school year.

The survival of large urban school districts depends in large measure on the continuance of state and federal compensatory education funds, for only through these extraordinary efforts are we able to begin to meet the special needs of economically disadvantaged youngsters.

As a result of the Title I program, we have been able to 1) form a partnership with parents and actively involve them in the education of their children, 2) attract teachers to inner-city schools, 3) serve the needs of young people that no other agency serves, and 4) provide enriched and expanded educational experiences for eligible students.

I respectfully urge the members of this subcommittee to continue their advocacy of the Title I program by supporting the new ESEA Title I concentration program.

STATEMENT OF WILLIAM J. JOHNSTON, GENERAL SUPERINTENDENT, LOS ANGELES UNIFIED SCHOOL DISTRICT

Dr. JOHNSTON. Thank you, Mr. Chairman.

I am very honored to be here to speak with you about the gains and the goal of title I programs in the district that I am privileged to serve, and in part to represent the council of the greater city schools.

We are particularly grateful for your leadership, Mr. Perkins, over these many years for this wonderful program, and it is very good to see Mr. Hawkins, our own distinguished Representative, here and actively involved in this worthy cause.

As you know, the program began in Los Angeles in 1966, and at that time we began by serving some 50,000 disadvantaged students at that time, with a modest budget of some $12 million. In the current year, we are serving about 152,000 eligible students in the district, with a title I budget of some $39 million, and we add to that State funds, and local compensatory funds, and we have been able to now triple the number of students served.

I would like to point out to the members of the committee that we have an additional 75,000 students who are eligible, but who remain unserved because the program is not as yet completely funded.

We do share the remarks made earlier today that we have, because of title I, reversed the downward spiral of achievement scores among our many students. Just two brief examples, if I may.

In reading at the elementary level in 1972, our students were scoring at the 25th percentile, and now we are proud of the fact that we are at the 31st, and continuing to improve. Mathematics are much the same. In 1972, we were at the 21 percentile, and now we are at the 36th, and the trendline is continuing.

I would observe as well that these are during years that our non-English speaking students have increased dramatically. In fact, we have identified in our district 82 different languages.

I would just mention, or make a brief comment on the involvement of parents, which I think is the key to the success of the program. We have over 4,000 parents currently involved and parents in time become educational aides, and many of the educational aides, in time, become teaching assistants, and many of these teaching assistants, in fact, become teachers in the school district.

So we are very pleased to see this kind of trendline.

We have just a few concerns, Mr. Chairman and members of the committee, that I would like to briefly bring to your attention. We would like, obviously, to include the 75,000 eligible youngsters in our district, and we want to applaud the proposed increase in title I funds by the administration and the concentration factor that has been proposed by this subcommittee.

I would mention, too, that we have some difficulty with title I continuing support for those youngsters who become involved in our mandatory integration program. As you must know, the "follow-the-child" funds are good for 1 year only. We would like to see that, obviously, continued.

We would like to suggest that perhaps some simplification of the election procedure for selecting the district advisory committees might be realized. We applaud the involvement of parents, but we are not sure that all parents in the district need to participate in this election.

We would like to suggest the rescinding of the regulation that calls for a maintenance of effort which is based on the expenditures for a particular year. As everyone in the Nation must know, we had a very unusual experience this past year with the passage of Proposition 13, where we suddenly lost over 10 percent of our budget.

I would conclude by saying that in my judgment the survival of a large urban school district depends in large measure on the continuance of State and Federal compensatory education funds, for only through these extraordinary efforts are we able to begin to meet the special needs of increasing numbers of economically disadvantaged youngsters.

As a result of title I, we have been able to form a very viable partnership with thousands of parents. They are now actively involved in the education of their children. We have been able to attract many teachers to inner-city schools. We have been able to serve the needs of young people that no other agency serves.

Finally, I believe that title I opportunity has provided an enriched and expanded educational experience, not just for eligible

students, but for deserving students. I would compliment this subcommittee for its appreciated leadership, and I trust and urge that you continue your advocacy of the title I program.

Thank you so much, Mr. Chairman.

Chairman PERKINS. You have been very helpful to the committee, and I would like to see you get that message across to the House Appropriations Committee.

Dr. JOHNSTON. Thank you, sir.

Chairman PERKINS. Our next witness is Dr. Arthur Jefferson, general superintendent of the Detroit public schools.

Go ahead, Dr. Jefferson.

[The prepared statement of Dr. Jefferson follows:]

TESTIMONY OF ARTHUR JEFFERSON, GENERAL SUPERINTENDENT, DETROIT PUBLIC SCHOOLS

MR. CHAIRMAN AND MEMBERS OF THE COMMITTEE:

I AM ARTHUR JEFFERSON, GENERAL SUPERINTENDENT OF THE DETROIT PUBLIC SCHOOLS. I WELCOME THE OPPORTUNITY TO COME BEFORE THIS SUBCOMMITTEE ON ELEMENTARY, SECONDARY AND VOCATIONAL EDUCATION TO REVIEW WITH YOU THE IMPLEMENTATION OF TITLE I OF THE EDUCATION AMENDMENTS OF 1978.

IN MY REMARKS I INTEND TO OFFER SOME OPINIONS ABOUT THIS NEW LEGISLATION, TO REVIEW BRIEFLY ITS IMPLEMENTATION IN MY SCHOOL DISTRICT, AND TO BRING TO YOUR ATTENTION PROBLEMS THAT STILL EXIST AND HOPEFULLY TO OFFER SOME SOLUTIONS.

PUBLIC LAW 95-561 WHICH WAS FORMULATED IN CONGRESS AND SIGNED BY THE PRESIDENT ON NOVEMBER 1, 1978 HAS BEEN WELL RECEIVED BY THE DETROIT SCHOOL COMMUNITY. THE LEGISLATION HAS MADE MANY FORWARD STRIDES SINCE THE TIME OF THE FIRST ENACTMENT OF THE ESEA TITLE I LEGISLATION IN 1965. IT HAS COME TO RECOGNIZE THE GREAT EDUCATIONAL PLIGHT OF CHILDREN IN URBAN AREAS BY REASSERTING ITS FOCUS ON DISADVANTAGED YOUTHS. IT HAS PROVIDED FOR THE EQUALIZATION OF ALLOCATIONS TO URBAN AREAS THROUGH CONCENTRATION GRANTS. IT HAS GIVEN FULL RECOGNITION TO ONE HUNDRED PERCENT OF RESIDENT CHILDREN FROM FAMILIES THAT RECEIVE A.F.D.C. ASSISTANCE. IT HAS BEGUN TO FACILITATE THE ADMINISTRATION OF THE LAW BY REQUIRING LESS PAPER WORK THROUGH THE SUBMISSION OF TRI-ANNUAL PROGRAM APPLICATIONS AND EVALUATION REPORTS. IT HAS RECOGNIZED FOR THE FIRST TIME THE NEED TO INTEGRATE THE TITLE I TEACHER INTO THE ENTIRE SCHOOL FACULTY BY PERMITTING HIS OR HER INVOLVEMENT IN A MINIMUM OF NON-INSTRUCTIONAL DUTIES.

THE NEW LAW ALSO STRENGTHENS THE ADMINISTRATION OF TITLE I PROGRAMS THROUGH STRICTER ENFORCEMENT BOTH ON THE FEDERAL AND STATE LEVEL. IT IS HOPED THAT ENFORCEMENT WILL NOT RESULT IN GREATER BUREAUCRACY BUT IN MORE EFFECTIVE OUTCOMES FOR THE EDUCATIONAL IMPROVEMENTS OF STUDENTS. AS LOCAL COMMUNITIES AND SCHOOL PERSONNEL BECOME MORE AWARE OF THE REAL INTENT OF THIS LEGISLATION, THEIR FOCUS ON BASIC SKILL DISADVANTAGEMENT OF OUR CHILDREN COUPLED WITH THE INCREASING AMOUNT OF PROGRAM MONITORING WILL BEAR THE RESULTS WHICH WE ALL DESIRE.

BY REASSERTING AND STRENGTHENING PARENT INVOLVEMENT AS A CONDITION TO THE RECEIPT OF FUNDS BY SCHOOL DISTRICTS, THE LAW EXCLAIMS: "PARENTS, YOU BEAR A BURDEN EQUAL TO THAT OF SCHOOL OFFICIALS IN THE EDUCATION OF YOUR CHILDREN." WHEN PARENTS ARE KNOWLEDGEABLE ABOUT THEIR CHILD'S EDUCATIONAL NEEDS THEY NOT ONLY FEED AND CLOTHE THEM BUT THEY TAKE TIME TO READ TO THEM, TO TALK TO THEM, AND TO PERFORM OTHER TASKS THAT REMOVE BARRIERS SO OFTEN ENCOUNTERED BY TEACHERS. PLANNING AND IMPLEMENTING EDUCATIONAL PROGRAMS UNDER THIS NEW LEGISLATION HAS THUS BECOME A MORE PLEASANT TASK.

THE DETROIT PUBLIC SCHOOLS HAVE BENEFITTED FROM ESEA TITLE I SINCE ITS INCEPTION FOURTEEN YEARS AGO. FUNDING LEVELS FOR BASIC GRANTS UNDER THIS TITLE HAVE RISEN FROM TWELVE TO THIRTY MILLION DOLLARS. WITHOUT THESE FUNDS AND THE SERVICES PROVIDED BY THEM, MANY OF THESE YOUTHS WOULD HAVE DROPPED OUT OF SCHOOL AND WOULD HAVE BEEN ADDED TO THE UNEMPLOYMENT ROSTERS. INSTEAD, THEY ARE NOW GRADUATES LOOKING TOWARDS SHARING THE PROSPERITY THAT OUR AMERICAN SYSTEM PROVIDES FOR THOSE WHO ARE PREPARED TO SHARE IN IT.

TITLE I PROGRAMS HAVE BEEN OF TREMENDOUS IMPORTANCE TO LOW-ACHIEVING STUDENTS IN DETROIT. THOUSANDS OF OUR STUDENTS HAVE IMPROVED THEIR READING AND MATHEMATICS SKILLS AS A DIRECT RESULT OF THEIR PARTICIPATION IN TITLE I PROGRAMS. EVALUATION RESULTS FOR THE MOST RECENT YEARS IN DETROIT SHOW THAT THE OVERALL GAINS IN READING AND MATHEMATICS SKILLS FOR TITLE I PARTICIPANTS IN GRADES 4 - 7 EXCEED THOSE OF NON-TITLE I STUDENTS. THIS, HOWEVER, IS NOT TRUE FOR GRADES 2 AND 3 WHERE THE DIFFERENCE IN GAINS BETWEEN TITLE I AND NON-TITLE I STUDENTS IS LESS PRONOUNCED. IT COULD WELL BE THAT THE SUSTAINED TREATMENT OF LOW ACHIEVERS BRING RESULTS AFTER A NUMBER OF YEARS OF COMPENSATORY EDUCATIONAL SERVICES. WE, IN DETROIT, ARE ELATED EVEN WITH THE FACT THAT WITH THESE FUNDS WE HAVE BEEN ABLE TO ARREST THE RATE OF REGRESSION SHOWN BY THIS STUDENT TARGET POPULATION IN PREVIOUS YEARS.

IN THE CITY OF DETROIT, ONE HUNDRED FIFTEEN (115) ELEMENTARY, THIRTY-THREE (33) MIDDLE, ELEVEN (11) SENIOR HIGH AND ELEVEN (11) SPECIAL EDUCATION SCHOOLS PARTICIPATE IN THE TITLE I PROGRAM; A TOTAL OF ONE HUNDRED SEVENTY BUILDINGS. IN ADDITION, TITLE I PROGRAMS ARE PROVIDED AT TWENTY-SIX (26) NON-PUBLIC SCHOOL SITES FOR EDUCATIONALLY LOW ACHIEVING PRIVATE SCHOOL CHILDREN. THE MICHIGAN STATE BOARD OF EDUCATION HAS SET ITS HIGHEST PRIORITY FOR STUDENTS IN EARLY AS WELL AS MIDDLE ELEMENTARY GRADES. THIS AFFECTS NOT ONLY STUDENTS IDENTIFIED AS TITLE I PARTICIPANTS BUT ALSO THOSE QUALIFYING FOR THE RECEIPT OF MICHIGAN'S COMPENSATORY EDUCATION PROGRAM, KNOWN THIS YEAR AS "ARTICLE THREE". MORE AND MORE, AS

TITLE I AND ARTICLE THREE PROGRAMS OPERATE SIDE BY SIDE IN LOCAL SCHOOL BUILDINGS, THE STATE COMPENSATORY PROGRAM ADOPTS GUIDELINES SET BY THE TITLE I PROGRAM. SCHOOL OFFICIALS IN DETROIT WELCOME THE PROVISIONS OF PUBLIC LAW 95-561 WHICH BASE THE COORDINATION OF BOTH OF THESE PROGRAMS AS THEY ARE OPERATED IN CONJUNCTION WITH EACH OTHER.

DETROIT PUBLIC SCHOOLS HAVE CONSTANTLY SEARCHED FOR WAYS AND MEANS TO RAISE THE ACHIEVEMENT OF ITS STUDENTS WHO SHOWED GREATEST NEED FOR REMEDIATION IN THE BASIC SKILLS. A PLAN OF ACTION HAS RECENTLY BEEN ADOPTED BY ITS BOARD OF EDUCATION THAT OUTLINES A WORKABLE ACHIEVEMENT PLAN FOR A DECENTRALIZED SCHOOL DISTRICT. THE 8 REGIONS OF THE DISTRICT ARE NOW FUNCTIONING WITHIN THIS PLAN. IT IS KNOWN LOCALLY AS D.O R.T., DETROIT OBJECTIVE REFERENCE TEST. IT IS A MANAGEMENT SYSTEM SUPPLEMENTING THE BASAL READING SERIES USED IN EACH SCHOOL. IT PROVIDES FOR THE MEASURING OF DECODING AND COMPREHENSION SKILLS OF THE INDIVIDUAL STUDENTS. IT IS PART OF DETROIT'S BASIC READING INSTRUCTIONAL FRAMEWORK IN EACH SCHOOL AND HAS BEEN SO DESIGNED THAT SUPPLEMENTARY INSTRUCTIONAL SERVICES PROVIDED FOR ELIGIBLE STUDENTS BY FEDERAL OR STATE FUNDING CAN BE DELIVERED WITH GREAT FACILITY.

WHILE D.O.R.T. IS A SUCCESS FACTOR IN ITS RELATIONSHIP WITH FEDERALLY FUNDED PROGRAMS, THERE ARE SOME FACTORS IN THE DISTRICT WHICH ADD TO THE DIFFICULTY OF IMPLEMENTING A TITLE I PROGRAM.

DETROIT PUBLIC SCHOOLS' DESEGREGATION COURT ORDER MANDATES THE IMPLEMENTATION OF READING AND COUNSELING PROGRAMS, THE BUILDING OF VOCATIONAL EDUCATION CENTERS, REASSIGNMENT OF STUDENTS THROUGH ADJUSTMENTS IN ATTENDANCE AREAS AND THE BALANCING OF STAFF. WE WERE FORTUNATE IN RECEIVING A SUBSTANTIAL GRANT UNDER THE EMERGENCY SCHOOL AID ACT TO FOLLOW THE TITLE I CHILDREN WHO HAD BEEN DEPRIVED OF SUPPLEMENTARY SERVICES DUE TO DESEGREGATION. YET AS WE APPROACH THE NEXT SCHOOL YEAR WE ARE FACED WITH WHOLESALE REASSIGNMENT OF STAFF THROUGH COURT ORDERS WHILE SIMULTANEOUSLY TRYING TO MAINTAIN COMPARABILITY AS REQUIRED BY THE TITLE I STATUTE.

IT IS HOPED THAT CONGRESS WILL REVIEW VERY CAREFULLY THE DRAFT REGULATIONS FOR TITLE I THAT ARE TO BE SUBMITTED SHORTLY FOR APPROVAL. DETROIT IS FULLY COMMITTED TO THE IMPORTANCE AND NEED FOR PROVIDING EQUITABLE LOCAL FUNDING FOR ALL STUDENTS. YET THE CUMBERSOME AND TIME CONSUMING PROCESS OF MEASURING COMPARABILITY MORE THAN ONCE DURING THE YEAR IS HARDLY IN LINE WITH THE INTENT OF THE EDUCATION AMENDMENTS OF 1978 TO FACILITATE THE ADMINISTRATION OF THE LAW. MR. CHAIRMAN, I DEEM IT URGENT THAT THE RULES AND REGULATIONS TO BE SUBMITTED BY THE OFFICE OF EDUCATION AS THEY RELATE TO THE DEMONSTRATION OF COMPARABILITY BY SCHOOL DISTRICTS BE APPROVED ONLY IF THEY FACILITATE THE ADMINISTRATION OF THE PROVISION.

IN MY APPEARANCE BEFORE THIS COMMITTEE IN OCTOBER 1977, I POINTED OUT THAT WHILE THERE ARE MANY SUCCESS STORIES WITH THOSE STUDENTS WE ARE ABLE TO SERVE WITH TITLE I DOLLARS, IT WOULD BE A SERIOUS MISTAKE FOR THIS COMMITTEE TO BELIEVE THAT SCHOOL DISTRICTS ARE PRESENTLY ABLE TO SERVE ALL OF THEIR EDUCATIONALLY DISADVANTAGED STUDENTS.

IN SPITE OF THE ADJUSTMENT IN THE ALLOCATION FORMULA IN PUBLIC LAW 96-561, THERE IS STILL A LARGE PERCENTAGE OF STUDENTS WHOSE NEEDS ASSESSMENT HAS SHOWN THEM TO BE ELIGIBLE, BUT WHO ARE NOT RECEIVING COMPENSATORY SERVICES FROM EITHER STATE OR FEDERAL FUNDING. THIS IS CAUSED PARTLY BY THE EVER INCREASING INFLATIONARY TREND IN OUR CURRENCY BUT ALSO BY THE UNWILLINGNESS OF CONGRESS TO COMPENSATE FOR IT THROUGH APPROPRIATIONS THAT ARE EQUAL TO THE FULL FUNDING AUTHORIZATION. THE INCREASE IN APPROPRIATIONS OVER THE YEARS HAS NOT EVEN KEPT UP WITH THE RISE IN THE COST OF PROVIDING EDUCATIONAL SERVICES. THUS, THE BASIC GRANT, PART A OF TITLE I, IS SERVING LESS STUDENTS NOW THAN IT DID IN PREVIOUS YEARS.

CONCENTRATION GRANT FUNDS FOR DETROIT THIS YEAR WILL LIKELY BE SCARCE. NEVERTHELESS, IT IS HOPED THAT THESE ADDITIONAL FUNDS FROM YEAR TO YEAR WILL ALLOW US TO REPLICATE DEMONSTRATION PROGRAMS THAT HAVE PROVEN TO BE OF GREATEST VALUE. THE STATE OF MICHIGAN LEADS THE NATION WITH ITS EXEMPLARY COMPENSATORY EDUCATION PROGRAM. IMPLEMENTATION OF THE INCENTIVE GRANT PROVISION THROUGH AN APPROPRIATION IS ABSOLUTELY ESSENTIAL FOR BOTH OF THESE PROGRAMS, STATE AND FEDERAL, TO MUTUALLY EXIST SIDE BY SIDE AND OPERATE EFFECTIVELY WITH A COMMON TARGET POPULATION IN A COMMON DIRECTION. I URGE ALL MEMBERS OF THIS COMMITTEE, MR. CHAIRMAN, TO DIRECT THEIR EFFORTS TOWARDS ATTAINING AN APPROPRIATION FOR PROVISION

IN CLOSING, I WISH TO REITERATE THAT GREAT STRIDES SEEM TO HAVE BEEN MADE THROUGH ESEA TITLE I LEGISLATION SINCE ITS INCEPTION. THE IMMEDIATE RESULTS ARE DIFFICULT TO MEASURE. YET SUCCESS SEEMS TO BE EVIDENT.

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OUR SCHOOL STAFF, PARENTS AND COMMUNITY ARE JOINED IN THE STRUGGLE TO OVERCOME EDUCATIONAL DISADVANTAGEMENT. DON'T DISAPPOINT THEM. DON'T FORGET THE MANY DISADVANTAGED STUDENTS WHO HAVE NOT HAD THE OPPORTUNITY TO RECEIVE TITLE I SERVICES. ABOVE ALL, TITLE I MUST BE FUNDED AT THE MAXIMUM AUTHORIZED LEVEL.

MR. CHAIRMAN, THANK YOU FOR THE OPPORTUNITY TO PRESENT THIS STATEMENT TO THE COMMITTEE TODAY. I WOULD BE PLEASED TO RESPOND TO ANY QUESTIONS THE COMMITTEE MIGHT HAVE.

STATEMENT OF ARTHUR JEFFERSON, GENERAL SUPERINTENDENT, DETROIT PUBLIC SCHOOLS

Dr. JEFFERSON. Thank you, Mr. Chairman.

Mr. Chairman, and members of the subcommittee, I, too, want to join my colleagues here, and particularly the previous speaker, Dr. Johnston, in extending appreciation to the subcommittee for its work. I share the comments on Public Law 95-561, which we believe in the Detroit community was a great step forward in terms of some of the additional planks to that legislation.

Specifically, we believe, in the Detroit community, that Public Law 95-561 has made many forward strides since the time of the first enactment of ESEA Title I legislation in 1965. It has come, we believe, to recognize the great educational plight of children in urban areas, by reasserting its focus on disadvantaged youth, and I would remind the subcommittee, which I am sure I need not remind the subcommittee, that, for example, the Council of the Great Cities, which represents 26 of the largest school districts in these United States, represents about 5 million young people in urban centers throughout this country, from New York to Los Angeles, and about 3 million of those young people could be classified as economically disadvantaged.

So it is extremely important to those of us who work in urban centers that we continue to have the kind of support that we have been receiving from legislation such as Public Law 95-561.

We believe also that it is giving full recognition to 100 percent of resident children from families that receive AFDC assistance, which is terribly important in terms of being able to count that, in consideration for those youngsters that we serve.

Those are only a few of the kinds of positive things that I simply want to congratulate the subcommittee on in its efforts in trying to bring reality, providing some needed resources to the districts like mine, in trying to meet the needs of our young people.

I would also comment on the fact that I, personally, have no opposition, and I am appreciative of the fact that in current legislation there is a reasserting and strengthening of the role of parents, because I, too, believe that unless there is that kind of partnership between educators and parents, where each shares a responsibility, without that, we would not be able to truly achieve the goal of trying to meet the needs of these youngsters.

Parents must bear a part of the responsibilities, similarly, we, as educators, must bear the responsibility. We believe that, in fact, the element of parent-involvement in this legislation is moving toward that direction. Although I could point that, technically, we share some concerns, too, about some of the mechanics of the election process.

We would not like to be placed in a position where, we, as a school district, are conducting elections similar to municipalities, et cetera.

We have benefited from title I since its inception, as I have demonstrated, I think, in my written testimony, and I will not go into those details at this particular time. Suffice it to say that we can show, and we can demonstrate statistically that our young people who have been served by title I resources have shown significant academic achievement.

I might say at the same time, however, that we are only serving about half of the number of eligible title I young people in the school district of the city of Detroit. We are serving approximately 36,000 young people, when we could serve, if funds and resources were available, double that number.

It is quite obvious that we would appreciate and continue to do work for funding of title I, so that we can provide those services to those young people that we are not able to provide services for at the present time. In our school district, about 170 of our approximately 300 schools are eligible title I schools. So we are serving two-thirds of the number of schools that are in our district. So it represents a significant impact on the school district of the city of Detroit.

I would simply, without getting into some of the technical aspects, say that we would hope that the Congress would review, and the subcommittee would review very carefully the draft regulations for title I that are to be submitted shortly for approval.

Detroit, I want this subcommittee to know, is fully committed to the importance and need for providing equitable local funding for all students. Yet the sometime cumbersome and time consuming process of measuring comparability, for example, more than once during the year is hardly in line, we believe, with the Education Amendments of 1978, to facilitate the administration of the law.

Mr. Chairman, I am simply saying that I think it is urgent that rules and regulations to be submitted by the Office of Education, as they relate to the demonstration of comparability by school districts, be approved only if they facilitate the administration of the provision.

I have nothing, and nor does my district have anything against comparability. We are simply urging for rules and regulations that facilitate the process of the intent of the law, and not create barriers that would make it extremely cumbersome.

I would simply conclude by reiterating that we are extremely appreciative of the kind of resources that have been made available. I would make one plea, and I know that the chairman and the members of the committee are extremely sensitive to this, and as the chairman indicated, we must also make our plea to them, but I would hope that we could move toward greater funding in terms of

appropriation, and I particularly think it was a significant step forward in terms of the concentration moneys for school districts such as mine.

Thank you very much, Mr. Chairman.

Chairman PERKINS. Thank you very much, Dr. Jefferson.

Our next witness is Mr. Thomas Rosica, Director of Federal Programs, Philadelphia Public Schools.

Go ahead, Mr. Rosica.

[The prepared statement of Mr. Rosica follows:]

TESTIMONY BY THOMAS C. ROSICA, EXECUTIVE DIRECTOR, FEDERAL PROGRAMS, THE SCHOOL DISTRICT OF PHILADELPHIA

GOOD MORNING! THE SCHOOL DISTRICT OF PHILADELPHIA WELCOMES THIS OPPORTUNITY TO PRESENT TESTIMONY AT THE OVERSIGHT HEARING ON TITLE I OF THE ELEMENTARY AND SECONDARY EDUCATION ACT. I SHALL LIMIT MY ORAL PRESENTATION THIS MORNING TO BRIEF REMARKS ON TITLE I. I SHALL BE PLEASED TO RESPOND TO ANY QUESTIONS YOU MAY HAVE. PRESENTLY IN PHILADELPHIA, THE ELEMENTARY AND SECONDARY EDUCATION ACT (ESEA) TITLE I PROGRAM SERVES 83,520 STUDENTS IN 162 PUBLIC SCHOOLS, AND 8,347 IN 51 NONPUBLIC SCHOOLS THROUGHOUT THE CITY. THE CURRENT APPROPRIATIONS AND ACTIVITIES FALL FAR SHORT IN INSURING THAT THESE EDUCATIONALLY DEPRIVED STUDENTS RECEIVE THE EDUCATIONAL SUPPORT TO WHICH THEY ARE ENTITLED AND WHICH IS CRITICAL FOR THEIR FUTURE SUCCESS AS PRODUCTIVE CITIZENS.

TITLE I OF THE ELEMENTARY AND SECONDARY EDUCATION ACT IS THE MAJOR SOURCE OF AID IN PHILADELPHIA FOR COMPENSATORY SERVICES TO STUDENTS GROWING UP IN POVERTY. IN PHILADELPHIA, POVERTY LEVELS THROUGHOUT THE CITY ARE INCREASING AND EDUCATIONAL DEPRIVATION IS STILL HIGHLY PREVALENT. HOWEVER, STUDENTS PARTICIPATING IN OUR TITLE I PROGRAM HAVE MADE SIGNIFICANT GAINS IN ACHIEVEMENT AS A RESULT OF VARIOUS BASIC SKILLS AND SUPPORTIVE SERVICES FUNDED UNDER TITLE I IN THE SCHOOL DISTRICT OF PHILADELPHIA.

THE MOST IMPORTANT POSITIVE EFFECT OF ESEA, TITLE I IN PHILADELPHIA HAS BEEN HALTING THE DOWNHILL TREND IN PUPIL PERFORMANCE. OVER THE PAST 10 YEARS, COMPREHENSIVE EVALUATIONS OF THE PROGRESS OF ESEA, TITLE I STUDENTS IN PHILADELPHIA WERE UNDERTAKEN BOTH SYSTEMWIDE AND PROJECT BY PROJECT. RESULTS OF SYSTEMWIDE EVALUATIONS HAVE SHOWN THAT THE DECLINING RATE OF PERFORMANCE IN READING FOR TARGET-AREA STUDENTS HAS BEEN HALTED, AND INSTEAD WE ARE BEGINNING TO FIND POSITIVE RATES OF CHANGE. CHANGES IN PROJECTS, MOBILITY OF STUDENTS, CHANGES IN THE ELIGIBILITY OF SCHOOLS AND THE INABILITY TO UTILIZE CONTROL GROUPS, REDUCE THE PRECISION OF THE ESTIMATES ONE MIGHT MAKE CONCERNING PROGRAMMATIC IMPACT UPON STUDENT PERFORMANCE. HOWEVER, STANDARDIZED TEST SCORES CONSTITUTE EVIDENCE OF THE IMPACT OF ACTIVITIES AND SERVICES UPON STUDENTS AND DATA RELATIVE TO THE LAST FIVE YEARS APPEAR TO INDICATE THAT POSITIVE CHANGES ARE TAKING PLACE AND THAT TITLE I DOES MAKE A DIFFERENCE. SINCE DECEMBER OF 1973, THE CALIFORNIA ACHIEVEMENT TEST HAS BEEN USED AS ONE WAY OF EVALUATING STUDENT PROGRESS IN TITLE I SCHOOLS. ALTHOUGH THE MIX OF PROJECTS WITHIN SCHOOLS, SCHOOL ELIGIBILITY, AND PARTICIPATING STUDENTS IS SOMEWHAT FLUID -- IF WE EXAMINE STUDENT PERFORMANCE WITHIN TITLE I SCHOOLS ON THE CALIFORNIA ACHIEVEMENT TEST ONE CAN SEE SOME ENCOURAGING INDICATORS.

TABLE 1 SHOWS THE PERCENTAGES OF STUDENTS IN PHILADELPHIA'S TITLE I SCHOOLS FROM 1974-77 WHO SCORED BELOW THE 50TH PERCENTILE (I.E. MEDIAN) ON THE STANFORD EARLY SCHOOL ACHIEVEMENT TESTS

TABLE 1

PERCENTAGE OF CHILDREN IN TITLE I SCHOOLS SCORING BELOW THE FIFTIETH PERCENTILE IN KINDERGARTEN (SESAT) AND GRADES 1-8 (CAT), 1974-1977

Grade Level	May 1974	Feb. 1975	Feb. 1976	Feb. 1977
K	59	64*	43	40
1	49	46	46	46
2	64	48	48	48
3	71	70	67	67
4	75	72	71	70
5	81	79	80	79
6	83	80	80	79
7	86	81	83	81
8	85	82	84	84

*Percentage artificially high because mid-year norms were not available in 1975.

(SESAT) IN KINDERGARTEN AND ON THE TOTAL READING SECTION OF THE CALIFORNIA ACHIEVEMENT TESTS (CAT) IN GRADES 2 -8. EXAMINING EACH GRADE LEVEL (K-8) ACROSS YEARS (I.E., READING ACROSS THE TABLE HORIZONTALLY) INDICATES THAT THERE HAS BEEN A REDUCTION IN THE PERCENTAGE OF STUDENTS SCORING BELOW AVERAGE (I.E., THE 50TH PERCENTILE) IN ALL GRADES. THE GREATEST REDUCTIONS, WHICH APPEAR IN EARLY YEARS, HAVE BEEN ATTRIBUTED TO SUPPLEMENTARY TITLE I SERVICES.

TABLE 2 INDICATES THE REDUCTION OF THE PERCENTAGE OF STUDENTS SCORING BELOW THE NATIONAL 16TH PERCENTILE. HISTORICALLY, THE 16TH PERCENTILE MARKS THE UPPER LIMIT OF THE LOWEST ACHIEVEMENT CATEGORY. STUDENTS BELOW THE 16TH PERCENTILE ARE THOSE WHO HAVE ACHIEVED SIGNIFICANTLY LESS THAN THEIR NATIONAL PEERS, AND BY DEFINITION, ARE MOST IN NEED OF TITLE I SERVICES. SINCE 1974, IN EACH GRADE, FOR EACH ACADEMIC YEAR, THERE HAS BEEN THE CONSISTENT SYSTEMATIC REDUCTION IN THE PERCENTAGE OF TITLE I STUDENTS SCORING BELOW THE 16TH PERCENTILE. IN READING, THE AMOUNT OF REDUCTION RANGED FROM 16 PERCENT IN GRADE 10, TO 5 PERCENT IN GRADE 12. CITYWIDE, WITHIN TITLE I SCHOOLS THERE HAS BEEN A REDUCTION OF 11 PERCENT.

TABLE 3 INDICATES THAT IN MATHEMATICS, REDUCTIONS OF SIMILAR MAGNITUDE WERE NOTED, SINCE THE DISTRIBUTION OF SCORES HAS CHANGED FROM 1974 (41 PERCENT BELOW THE 16TH PERCENTILE AND 59 PERCENT ABOVE) TO 1978 (28 PERCENT BELOW THE 16TH PERCENTILE AND 72 PERCENT ABOVE).

TABLE 2

PERCENTAGE OF PUPILS IN TITLE I SCHOOLS
SCORING BELOW THE 16TH PERCENTILE
TOTAL READING - CAT 1973-1978

Grade Level	Dec. 1973	May 1974	Feb. 1975	Feb. 1976	Feb. 1977	1978
1	33	15	11	11	10	10
2	29	23	13	12	11	14
3	43	31	26	24	23	22
4	34	33	30	27	26	23
5	57	43	36	36	34	32
6	53	42	35	33	31	29
7	57	48	40	39	35	34
8	55	47	41	41	39	33
9	52	47	40	41	41	34
10	63	62	55	54	52	46
11	65	64	59	62	61	58
12	63	60	52	57	55	55
City-wide		40	34	34	32	29

TABLE 3

PERCENTAGE OF PUPILS IN TITLE I SCHOOLS
SCORING BELOW THE 16th PERCENTILE TOTAL
MATHEMATICS - CAT 1973-1978

Grade Level	Dec 1973	May 1974	Feb 1975	Feb 1976	Feb 1977	Feb 1978
1	40	18	17	13	12	10
2	38	25	17	15	13	12
3	51	35	29	25	23	19
4	44	47	42	38	37	32
5	57	45	37	36	33	30
6	58	46	40	38	35	33
7	66	57	53	51	49	44
8*	66	58	51	54	50	45
City-wide		41	35	33	31	28

*Total Mathematics scores were not available for grades 9-12 since the concepts and problem subtests were not administered until 1978.

Tables 4 & 5 indicate that concurrently, there has been a 6 percent increase in the number of students who now score between the 16th to the 49th percentile in both Reading and Mathematics, when the 1974 and 1978 test scores are compared.

Table 6 displays information concerning the growth of students who have successfully scored at or above the national 50th percentile. These students are those who have achieved out of Title I. Steady growth may be observed between 1973-1978. Each year, an increasing percent of students have improved their Reading skills to the extent that they have scored at or above the national average.

Table 7 shows similar trends in students' Mathematics achievement. Students in Title I schools have increasingly improved their Mathematics skills as measured by standardized achievement tests. Each year, since 1973, a gradually increasing number of students have scored at or above the national average.

Another positive effect of ESEA, Title I has been involving parents in the educational process. A two-year longitudinal study of the attitudes and rerceptions of 5,000 parents of Philadelphia school children was conducted. The findings of that study demonstrate that parents of Title I students (a) are accurately informed about school affairs (including knowledge about Title I projects in their schools), (b) are active participants in school activities, and (c) have positive opinions about their schools.

TABLE 4

PERCENTAGE OF PUPILS SCORING BETWEEN THE 16th %ILE TO 49th %ILE ON TOTAL READING CAT IN TITLE I SCHOOLS 1973-1978

Grade Level	Dec 1973	May 1974	Feb 1975	Feb 1976	Feb 1977	Feb 1978
1	46	34	35	35	35	36
2	41	41	34	36	37	37
3	40	40	44	43	43	42
4	46	42	43	44	45	45
5	34	38	43	44	46	47
6	33	41	45	47	48	50
7	32	38	41	41	46	47
8	36	38	42	43	45	46
9	37	36	41	43	43	47
10	29	29	35	35	37	41
11	27	26	31	31	32	35
12	28	31	34	32	35	35
City-wide		37	40	41	42	43

TABLE 5

PERCENTAGE OF PUPILS IN TITLE I SCHOOLS SCORING
BETWEEN THE 16th %ILE - 49th %ILE
TOTAL MATHEMATICS-CAT 1973-1978

Grade Level	Dec. 1973	May 1974	Feb. 1975	Feb. 1976	Feb. 1977	Feb. 1978
1	44	30	36	36	34	33
2	41	25	36	38	38	36
3	32	36	35	35	36	36
4	40	33	37	39	40	42
5	32	36	40	41	42	43
6	33	36	40	41	42	43
7	29	32	35	36	39	42
8	29	33	38	37	38	42
CITY-WIDE		34	37	38	39	40

TABLE 6

PERCENTAGE OF PUPILS SCORING ABOVE THE NATIONAL 50TH PERCENTILE ON STANDARDIZED TESTS IN TITLE I SCHOOLS IN READING 1973-1978*

Grade Level	Dec 1973	May 1974	Feb 1975	Feb 1976	Feb 1977	Feb 1978
K	N/A	56	51[1]	74	76	73
1	21	51	54	54	54	55
2	26	37	52	52	52	52
3	17	29	30	33	33	36
4	21	26	28	29	30	32
5	9	19	21	20	21	21
6	10	17	20	20	21	21
7	8	14	19	17	19	20
8	8	15	18	16	16	20
9	11	17	19	17	16	19
10	8	9	11	11	11	13
11	8	10	11	7	7	7
12	8	10	14	12	9	10
City wide	N/A	23	27	26	26	30

*Test Date based on:
(1) Stanford Early School Achievement, Kindergarten, Letter/Sounds Subtest Scores.
(2) California Achievement Tests, Grades 1-12, Total Reading Scores

N/A means that data not available

[1] This score is an artifact of using end-of-year norms at mid-year. Mid-year norms were not available from the publisher until February 1976.

TABLE 7

PERCENTAGE OF PUPILS IN TITLE I SCHOOLS SCORING ABOVE THE 50TH NATIONAL PERCENTILE IN MATHEMATICS ON STANDARDIZED TESTS 1973-1978*

Grade Level	Dec 1973	May 1974	Feb 1975	Feb 1976	Feb 1977	Feb 1978
K	Not Available.	41	35[1]	61	63	61
1	17	52	50	51	54	57
2	22	38	48	48	49	52
3	17	29	36	40	41	45
4	16	20	21	23	23	26
5	11	18	23	23	26	27
6	9	18	20	21	23	24
7	5	11	12	13	13	15
8	5	9	10	10	12	13
City wide	Not Available	25	28	29	31	33

*Test Data based on:
(1) Stanford Early School Achievement, Kindergarten, Mathematics Subtest.
(2) California Achievement Test, Grades 1-12, Total Mathematics Subtest.

[1] This score is an artifact of using end-of-year norms at mid-year. Mid-year norms were not available from the publisher until February 1976.

THESE LEVELS OF PARENT PARTICIPATION, AS PUBLISHED IN THE SCHOOL DISTRICT'S ANNUAL REPORTS, DID NOT EXIST PRIOR TO 1965.

A THIRD POSITIVE EFFECT OF ESEA, TITLE I WAS DEVELOPING INFORMATION FOR UNDERSTANDING PROJECT OPERATION AND PROJECT SUCCESS. PROJECT-BY-PROJECT ASSESSMENT SUPPLIES DECISION MAKERS WITH IMPORTANT MANAGEMENT INFORMATION WHICH CAN BE USED IN THE DEPLOYMENT OF INDIVIDUAL ESEA, TITLE I PROJECTS. IN THE COMING YEARS, WITH THE DEVELOPMENT OF OUR TITLE I LONGITUDINAL FILE AND TRACING SYSTEM, QUESTIONS OF PROGRAMMATIC IMPACT MAY BE ADDRESSED WITH GREATER PRECISION.

IF THERE SHOULD BE A SUBSTANTIAL INCREASE IN THE ANNUAL APPROPRIATION FOR TITLE I, FUNDS COULD BE USED IN THE FOLLOWING WAYS:

1. THE EXPANSION AND INTENSIFICATION OF SERVICES FOR ALL EDUCATIONALLY DEPRIVED STUDENTS IN ALL TITLE I ELIGIBLE SCHOOLS. MANY SCHOOLS, ALTHOUGH PRESENTLY TITLE I ELIGIBLE, DUE TO LIMITED FUNDING, RECEIVE LITTLE SERVICE. BY PROVIDING A NUMBER OF BASIC SKILLS AND SUPPORTIVE SERVICES TO LOW-ACHIEVING STUDENTS IN EVERY TITLE I ELIGIBLE SCHOOL, WE WOULD MORE ADEQUATELY MEET THEIR SPECIAL EDUCATIONAL NEEDS AND ULTIMATELY HIGHER ACHIEVEMENT GAINS IN BASIC SKILLS WOULD RESULT.

2. PROVISION OF SERVICES TO EDUCATIONALLY DEPRIVED STUDENTS IN BASIC SKILLS DURING THE SUMMER. SINCE A GREAT DEAL OF REGRESSION OCCURS DURING THIS PERIOD, SUMMER TERM, BASIC SKILLS ACTIVITIES WOULD SERVE AS A CONTINUATION OF THE REGULAR TERM TITLE I PROGRAM AND WOULD INSURE MAINTENANCE OF ACHIEVEMENT GAINS MADE DURING THE REGULAR SCHOOL YEAR.
3. MAKING PARENTS MORE ACTIVE PARTNERS IN THE TITLE I INSTRUCTIONAL PROGRAM. IT IS MY BELIEF THAT THE HOME IS THE FIRST AND MOST IMPORTANT INFLUENCE ON A STUDENT'S LEARNING AND THAT PARENTS NEED AND WANT TO DEVELOP SKILLS TO HELP THEIR CHILDREN SUCCEED IN SCHOOL. ADDITIONAL TITLE I FUNDS WOULD ALLOW FOR THE DEVELOPMENT AND DISSEMINATION OF BASIC SKILLS INSTRUCTIONAL MATERIALS WHICH THOUSANDS OF PARENTS COULD USE BOTH DURING THE SCHOOL YEAR AND THROUGHOUT THE SUMMER WITH THEIR CHILDREN TO REINFORCE MATERIAL PRESENTED IN THE TITLE I PROGRAM. IN ADDITION, PARENT TRAINING WORKSHOPS COULD BE CONDUCTED REGULARLY IN ORDER TO INSURE THAT NECESSARY TECHNIQUES, BOTH INSTRUCTIONAL AS WELL AS AFFECTIVE, ARE PROVIDED TO PARENTS THROUGHOUT THE CITY.

WHILE WE ARE GRATEFUL FOR WHAT WE HAVE ACCOMPLISHED THERE IS STILL MUCH TO ACCOMPLISH IN ORDER TO HELP OUR STUDENTS GO FROM WHERE THEY ARE TO WHERE THEY OUGHT TO BE. WE STILL NEED

MUCH HELP. OUR DOLLARS WHICH BUY LESS AND LESS EACH YEAR ARE NOT SUFFICIENT TO SUSTAIN OUR PRESENT ACCOMPLISHMENTS AND TO IMPROVE UPON THEM. THE TITLE I PROGRAM IN PHILADELPHIA HAS REVERSED THE DRASTIC DOWNWARD TREND IN ACHIEVEMENT BY ENABLING TARGET-AREA STUDENTS TO ATTAIN AND MAINTAIN IMPROVED RATES OF ACADEMIC PROGRESS. WITH EACH SUCCEEDING YEAR, EXPERIENCES GAINED FROM THE PROGRAM ENABLE SCHOOL ADMINISTRATORS AND TEACHERS TO CREATE LEARNING ENVIRONMENTS WHICH MAXIMIZE EACH STUDENT'S POTENTIAL FOR SUCCESS. CONDITIONS CREATED BY THE TITLE I PROGRAM HAVE DRAMATICALLY IMPROVED COMMUNITY ATTITUDES AND PARTICIPATION IN THE SCHOOLS AND IN RELATED EDUCATIONAL ACTIVITIES.

STATEMENT OF THOMAS ROSICA, EXECUTIVE DIRECTOR, FEDERAL PROGRAMS, PHILADELPHIA PUBLIC SCHOOLS

Mr. ROSICA. Thank you very much, Mr. Chairman.

I would like to express my appreciation to the Chairman for the opportunity to testify today, and I have been asked by the superintendent of schools in Philadelphia, Dr. Michael Marquese, and the Board of Education, to express their appreciation to the Chairman and the committee for their outstanding support of the title I program.

The title I program in Philadelphia serves 83,522 students in 162 public schools, and 8,847 students on 51 nonpublic schools.

My testimony today will cover three basic areas: Achievement scores in reading and math; parental involvement; and recommendations for the future.

The most important positive effect of title I in Philadelphia has been halting the downward trend in pupil performance. Standardized test scores indicate that positive changes are taking place and that title I does make a difference.

Examining each grade level, K to 8 across the years 1973–78, in reading and math, the indications are that there has been a reduction in the percentages of students scoring below the average of 50th percentile in all grades. The greatest reductions, which appear in the early years, have been attributed to supplementary title I services.

Table 2 on page 5 indicates the reduction of the percentage of children scoring below the national 16 percentile. Historically, the 16th percentile marks the upper limit of the lowest achievement category.

Students below the 16th percentile are those most in need of title I services. As you can see from that table, as you look from 1973–78, through the grades, you can see that there has been a significant reduction in these scores.

Looking at table III, that indicates that mathematic reductions of a similar magnitude were noted. Since the distribution of scores has changed from 1974, where we had 41 percent below the 16th percentile, and 59 percent above, and 1978 where we had only 28 percent below the 16th percentile, and 72 percent above.

Table VI on page 10 displays information concerning the growth of students who have successfully scored at or above the national 50th percentile. These students are those who have achieved out of the title I program.

Steady growth may be observed between 1973–78, and each year an increasing percentage of students have improved their reading skills to the extent that they have scored at or above the national average.

Table VII on page 11 shows similar trends in students' mathematics achievements. Students in title I schools have increasingly improved their mathematic skills as measured by standardized achievement scores.

As you can see, the greatest impact has been in kindergarten, and year one and year two, where we have over 50 percent of our students scoring above the 50th percentile.

Another positive effect of title I has been involving parents in the educational process. A 2-year longitudinal study of the attitudes and perceptions of 5,000 parents of Philadelphia school-children was conducted. The findings of that study demonstrate that the parents of title I students are [1] accurately informed about school affairs, including knowledge about title I projects in their schools; [2] were active participants in school activities, and [3] have positive opinions about their schools.

These levels of parent participation as published in the school district's annual report did not exist prior to 1965.

My colleagues and I have all been talking about appropriations and the need for additional appropriations. When these additional appropriations are made, there are three areas that we feel we would particularly like to see these funds used.

One would be an expansion and intensification of services for all educationally deprived children, in all title I eligible schools. Many schools in the Philadelphia program, although presently title I eligible, due to the limited funding, receive very, very little services.

The second recommendation would be provision of services to educationally deprived children in basic skills during the summer. Since a great deal of regression occurs during this period, summer term basic skill activities would serve as a continuation of the regular term title I program, and would insure maintenance of the achievement gains made during the regular school year.

A third recommendation we would have, would be related to parents, making parents more active partners in the title I instructional program. It is my belief that the home is the first and most important influence in the student's learning. The parents need and want to develop skills to help their children succeed in school.

Additional title I funds would allow for the development and dissemination of basic skill instructional materials which thousands of parents could use both during the school year, and throughout

the summer with their children, to reinforce material presented in the title I program.

In addition, parent training workshops could be conducted regularly in order to insure that necessary techniques, both instructional as well as effective, are provided to parents throughout the city.

In conclusion, I would like to say that we feel that title I has been a real success story in Philadelphia. There still is a great deal more that has to be accomplished, and we are hoping that with the continued support of this committee, and with increased appropriations in the future, that the title I program will grow and expand.

Thank you very much.

Chairman PERKINS. Our next witness is Fay Harbison, director of Project Catch-Up, Newport Beach, Calif.

Go ahead.

STATEMENT OF FAY HARBISON, DIRECTOR, PROJECT CATCH-UP, NEWPORT BEACH, CALIF.

Ms. HARBISON. I am Fay Harbison, and I am the director of a title I program in the Newport-Mesa Unified School District in Newport Beach and Costa Mesa, Calif. I represent one of those thousands and thousands of medium size school districts that have used and appreciated the use of title I funding.

To my knowledge, title I of the ESEA is the first national piece of legislation that has faced directly the challenge of identifying the characteristics of the educationally disadvantaged child, and the task of raising his educational level.

Other legislation has aided the retarded, and the physically handicapped, but only title I provides the resources for the disadvantaged, seriously underachieving child who is otherwise normal.

It has only been with title I programs that teachers have had an opportunity to show that the patterns of failure of underachieving children can be broken, and that community and human resources can be saved by enabling these children to progress successfully through school.

With the opportunities provided by title I, our teachers have learned that traditional expectations that we have too often held for the educationally disadvantaged child are too low. Teachers have learned that children currently scoring in the lowest quartile in achievement tests, have been, historically, only gaining seven-tenths of a month for each month in the school year.

They are often identified as potential dropouts during the first three years of school, and as older children they have proven the prediction true by disappearing from the school scene sometimes with the first change of schools, sometimes as early as the sixth grade, and these children rarely suffer from mental retardation.

The list does continue, yet it is already extensive enough, and alarming enough, that teachers have learned that dramatic changes must occur if the children are not to continue the expected pattern of failure. Yet, the most important fact that teachers have learned in the years that title I resources have been available is that when given a program that recognizes their educational weaknesses, and

provides a means to fill them, these disadvantaged children can learn at a normal rate, they increase their attendance in school as their own deficiencies are filled, and their parents are as interested in school and in their progress as any other parents.

Although often possessing minimal educational skills themselves, parents of title I children have shown in schools all over the country where title I programs are successful that they are eager to volunteer the skills they have, to visit programs in which their children are growing and they confer as enthusiastically as any other parent with teachers who help their children to learn.

Thanks to title I studies, we now have evidence that some children simply learn more slowly, or to say it more accurately, at a different rate than other children in a normal classroom.

Furthermore, since the whole educational system is geared to the child with a mathematically average learning rate, the child functioning at a slower pace falls farther and farther behind as he misses more and more key concepts.

Title I offers school districts an opportunity to place children who are floundering in programs where they can succeed. We fill in the gaps in their personal collection of basic skills, and they begin to succeed in the regular classroom.

Children discover that they can learn as rapidly as the average child, and with this discovery they gain strength and confidence. The two ingredients that make school a pleasant place to be.

In human terms, title I provides resources and a purpose to enable schools to develop programs with individualized attention that help children to succeed to catch-up with other boys and girls. The children's success pays huge dividends in proving their belief in their own worth and success, and that belief alone keeps them in school longer and enables them to become more independent adults.

Through a program of sharing information in the National Diffusion Network, the United States Office of Education staff has developed a means to share the programs that are effective in title I with schools throughout the country. If any district is dissatisfied with the education of its title I children, it now has an opportunity to secure details about programs which are moving children out of those lowest quartile into the main stream of successful students.

Not only are informational sessions offered throughout the country, but printed data and in-service is available. There is now ample evidence throughout the country to prove that title I programs are producing small miracles, and with the USOE's plan for sharing information, assistance is available to any district that wants to consider change.

Our small project in the Newport-Mesa School District is one of these, and for 10 years has been successful with children. It is a very simple design, classical laboratory program, using diagnostic tests and professional teachers.

The parents, teachers and the regular school staff have been highly supportive, and with the encouragement of the National Diffusion Network and the title I office, the program has now been transported to 41 other States, and to the Virgin Islands.

However, Project Catch-Up is only one example of many, many programs that work well with the disadvantaged children. The key is the success of this individual child, and with your help, gentlemen, and your continued support of title I, we hope to continue these successes with these very needy children.

Thank you.

Chairman PERKINS. Thank you very much.

The next witness and last witness is Ms. Marcelyn Hobbs, Reading/English Rotation project, Morris Middle School, Thomson, Ga.

You go ahead, Ms. Hobbs.

[The prepared statement of Ms. Hobbs follows:]

TESTIMONY BY MARCELYN HOBBS, DIRECTOR, TITLE I READING ENGLISH ROTATION PROJECT, MCDUFFIE COUNTY SCHOOL SYSTEMS, THOMSON, GA.

Mr. Chairman, and members of the subcommittee, it is an honor to be invited to testify at this oversight hearing on Title I of the Elementary and Secondary Education Act.

I am Marcelyn Hobbs, the developer and director of an exemplary Title I program that has been operating for the past nine years in the McDuffie County School District, Thomson, Georgia.

Mr. Rife English, principal of the school, and I respectfully request that both the written and oral testimony become a part of the Congressional Record.

My written testimony addresses the following issues:

1. What Title I has done for education
2. What my school district is doing with its Title I funds - The RER Project and its NDN affiliation
3. Factors that contribute to successful Title I programs
4. Suggested recommendations for Title I

My oral testimony will be confined to numbers 2 and 3.

What Title I has done for Education

The Title I legislation required that local school districts make NEEDS ASSESSMENTS. In so doing, we became knowledgeable about all ability levels, including the low achiever. During the years preceding Title I we were more prone to teach to the "average". Title I "forced" us to take an in-depth look at individual students achievement. In my opinion, based on thirty years of teaching experience, this was the beginning of

widespread attention to individualization of instruction, multi-levelled materials for instruction, and major emphasis on the LEARNER as an individual, now a widespread recognized educational practice. Title I was the catalyst!

As a result of the necessity for individualization of instruction, educators became acutely aware of the critical need for increased Staff Development. Local school districts had to train their personnel in ways to cope with the varying degrees of student ability and achievement. Staff development led to the up-grading of skills of all teachers, including the up-grading of the skills of minority teachers. The staff development further led to the widespread use of auxiliary personnel or para-professional help in the education of students with varying ability and achievement levels. The use of auxiliary personnel is now an established practice in most state education programs. Title I was the catalyst!

The awareness of Individualized Instruction necessitated the use of a wide variety of multi-levelled materials, more widespread use of hardware, and expanded physical facilities. Many small school districts such as McDuffie County were able to provide supplementary materials, equipment and physical facilities for all students. Title I provided for the low achiever, thus freeing additional local and state funds to be used for the average and above average achiever. Choosing materials of varying levels to meet the needs of students at all ability levels is an accepted educational philosophy.

Title I was the catalyst!

Small group instruction, reduced pupil-teacher ratio, and parental involvement programs have all fostered a more personal relationship between the STUDENT and the TEACHER -- thus breaking down physical and emotional barriers that had previously hindered the learning of many disadvantaged students.

Title I was the catalyst!

What the McDuffie County School District is doing with its Title I funds -- The RER Project and its NDN affiliation

McDuffie County is located in east central Georgia, 120 miles south of Atlanta, and 35 miles west of Augusta on interstate twenty. The county has a population of approximately 18,000 people. We have a good balance of industry and agriculture. Our agriculture consists mainly of soy beans, beef cows, corn and small grains. Industry is fairly diversified. There are a large number of forestry and lumber oriented plants with a few other plants such as Uniroyal and Thomson Company. They manufacture U.S. Keds and mens and womens clothing, respectively. The county seat and largest town is Thomson with a population of approximately 15,000 people. Our school system is made up of 1 high school, 1 middle/junior high and 4 elementary schools. The 4,000 member student body is 46% black and 54% white. We have 210 teachers and operate 30 school buses. Our total school budget is about $4½ million dollars, of this amount $681,000 comes from local taxes. McDuffie County's Title I allocation is $359,000. With these monies we employ 18 Title I

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teachers and 18 Title I para-professionals. The Title I teachers and aides serve 1450 Title I students in kindergarten, reading, and math. A component of McDuffie County's Title I program is the Reading English Rotation Project (RER) at Norris Middle School. The RER project had its beginning in 1970 -- the year we totally integrated our school system. The RER project was conceived, organized, and implemented by local administrators, teachers, and parents. The RER Project focuses on a nationally recognized concern -- the improvement of basic communication skills (reading, writing, speaking, listening) at the middle, junior, and senior high school level. The RER program has been operating daily for the past nine consecutive years under the leadership of the McDuffie County Title I program.

There are in excess of 14,000 Title I programs in the nation. Of those 14,000, only 45 have been recognized by the Joint Dissemination Review Panel (JDRP) of the U.S. Office of Education as being exemplary. McDuffie County's Title I Reading English Rotation Program is one of the 45. The U.S. Office of Education further honored McDuffie County's Title I program by extending a contract under the National Diffusion Network (NDN) to the McDuffie County Board of Education for the purpose of disseminating information and implementing the RER program in other school districts throughout the nation. The Reading English Rotation Project is one of the only twenty-four Title I programs who have dissemination funds.

A school district who has a similiar problem may adopt the RER Project. Installation of the RER Project into a local school district involves the use of two school periods for project activities with project students spending thirty minutes in each of three skills areas daily (rotation process). Paperback books are used which are relevant to students' interests and reading level during the reading portion of the project. English lessons which correspond to the students' readings are used. The skills lab portion of the project provides individualized instruction in a comfortable setting with warm, friendly, supportive teacher and aides, a main key to the program. Skills are taught, practiced, evaluated and mastered at the 80% level. If a skill is not mastered at this level, the student is re-cycled with different materials and the skill reintroduced. Each student progresses through the project materials at his/her own rate.

Under the leadership of McDuffie County's Title I administration, the RER Project has disseminated information under the National Diffusion Network (NDN) contract since June of 1977.

The National Diffusion Network is the most viable force for educational change in our nation today. The reason being, it brings practitioner to practitioner in a free exchange of ideas and solutions.

Educators throughout this nation are facing virtually the same problems, therefore it is important that teachers elsewhere be made aware of existing solutions to these problems. Therein

lies the merit of the NDN.

The NDN does two very important things for the programs they disseminate:

It gives them CREDIBILITY and VISIBILITY. When convincing data relative to a program's effectiveness is submitted to a group within the educational division of the Department of H.E.W. known as the Joint Dissemination Review Panel, and when upon careful scrutiny of that data for its (a) validity and (b) comparability if a program receives validation by the JDRP, that program receives INSTANT CREDIBILITY. Superintendents, principals and teachers across the country know they are not getting a "Pig-in-a-Poke". A validated program carries a substantial amount of reliable evidence to support its effectiveness. Its CREDIBILITY is without question.

Through the NDN a validated program also receives national VISIBILITY. An NDN contract provides funding for extensive traveling for the purpose of making school districts aware of these educational solutions to existing school problems --- suddenly the entire nation becomes a validated project's classroom. A project representative literally crisscrosses our country sharing its success story with representatives from all 50 of the states plus Puerto Rico and the Virgin Islands. These awareness conferences and meetings are planned and financed through the joint cooperation of the NDN and comparable educational agencies such as local state, regional and national Title I agencies. Thus CREDIBILITY and VISIBILITY are given to

an exemplary program through NDN funding and resources.

It is at this point where we see the NDN becoming a powerful workable force for a Local Education Agency (LEA). The NDN provides for local school districts and the teachers within them ACCESSIBILITY to student-effective, cost effective, and transportable programs.

The National Diffusion Network funds 2 groups -- the State Facilitator (SF) and the Developer Demonstrator (D/D). The SF carefully matches the local school needs with the exemplary program already proven to address that need. There are now 104 accessible programs funded through NDN. These programs span each grade level and every discipline.

Through the cooperative efforts of State Facilitators and other educational agencies, an exemplary program is made accessible to otherwise uninformed school districts.

The final and most important concept afforded an LEA by the NDN is an efficient way for dealing with ACCOUNTABILITY. Individual research is time consuming. By the very nature of the validation process, the exemplary programs offer an LEA the most cost-effective and efficient way of bringing about program improvement in our nation's schools.

Thus the NDN offers an exemplary program CREDIBILITY and VISIBILITY. It (1) affords local school districts accessibility to effective solutions to real educational problems, (2) efficient, cost-effective ways to combat the public's growing demands for ACCOUNTABILITY.

The McDuffie County Title I RER Program has been funded under NDN for a year and a half. Because of NDN funding and technical assistance we have been able to accomplish these things:

The RER Project has participated in 87 awareness sessions that included an audience in excess of 3,000 persons. There have been over 300 school personnel to make on-site visits from 16 different states. To date there are 68 adoptions or potential adoptions from 18 different states in 69 school districts affecting a minimum student population of 7,840.

The RER Staff has conducted 14 training sessions attended by 370 adopting teachers, aides, and administrators. The RER Project Director has monitored 95 teachers, aides, and administrators in 8 adopting sites. A summary table of the RER activities is found in the appendix. Maps showing adopting states and adopting Georgia counties are also found in the appendix.

RER Project evaluation for nine years shows that PROJECT STUDENTS AVERAGED ONE MONTH'S READING GROWTH PER MONTH OF INSTRUCTION. Prior to entry into the project, the students have consistently been averaging two month's reading growth per year of instruction.

The RER Project is more than a statistically effective method of teaching the slow learning and/or the disadvantaged student. It is a program that successfully transcends the barriers of race, geographical locale, and the various stages of adolescence. It is successfully reaching student populations

as diverse as Mexican-American children in Texas; American Indian children in Wyoming; rural black children in North Carolina; white Appalachian Mountain children in Pennsylvania; inner city young people in Chicago; and a balanced mix of black and white students in Georgia, Florida, South Carolina and Mississippi.

The McDuffie County's Title I program is academically successful as well as a cost effective expenditure of Title I funds. We are spending approximately $175 to $200 per student over and above that which comes to us from the state.

What Makes a Successful Title I Program

There are 14,000 Title I programs in the nation. Only 45 of those have been validated by the JDRP. Dissemination funds go to 24 Title I programs. McDuffie County's Reading English Rotation Project is one of that select 24. Why is it successful and so many others apparently are not? In our opinion, based on our experience, the Reading English Rotation Project is successful for the following reasons:

1. The school environment, under the leadership of the local administration, allows creativity among its personnel that fosters problem solutions. An atmosphere has been created where teachers are encouraged to seek new and innovative ways to work with young people. The administration is both verbally and fiscally supportive.

2. The program is soundly based in local research on characteristics and learning styles of the target population. The instructional program was then designed to meet the unique characteristics and learning styles of the target students. The

program design focuses on:

a. A SKILLS BASED - program
b. Team Teaching by both regular and Title I staff - integrating and reinforcing skills
c. Instructional strategies based on continuous daily evaluation (see appendix)
d. Reduced pupil teacher ratio utilizing auxiliary personnel that allows for immediate reinforcement and individual pacing

3. A total personal commitment on the part of the community, school, project staff personnel, and RER students that our Title I students can learn ***ANYTHING*** and ***EVERYTHING*** that any other student learns -- it just has to be more slowly paced and requires more reinforcement.

Suggested Recommendation relating to Title I

1. Increased emphasis on program content as opposed to present emphasis on adherance to regulations. The present skills programs being implemented by the National Migrant Programs in areas of reading, math, early childhood and oral language would be excellent models for Title I personnel to evaluate and perhaps emulate.

2. Uniform state interpretation of Title I Federal Regulations in clear concise layman's language. Diversity among state intepretation of Title I guidelines is hindering the diffusion and adoptions of many exemplary Title I pregrams.

3. Increased funding, for dissemination and diffusion. The NDN is the most cost effective way of improving learning. The Network funding for fiscal year 1980 has been cut by 4 million dollars. Many solutions to educational problems have already been found. Dissemination of these solutions would prevent the constant "Reinventing the wheel" syndrome.

4. Adjust program funding dates to coincide with school program cycles. Late funding of federal programs interferes with instructional progress for Title I students.

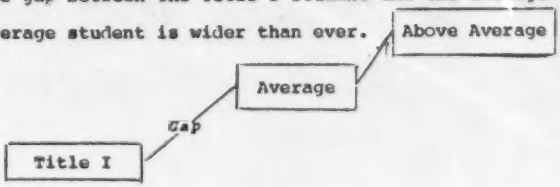
5. Reinstate equipment supply monies. Some hardware is needed to provide individualization of instruction. Since purchasing equipment is virtually prohibited in present guidelines, it would be helpful to have a small percent of total funds for replacing obsolete equipment and repairing present equipment purchased in the early days of Title I.

6. One Parent Advisory Council per LEA Title I program would be an efficient management body. This council could be made up of representatives from the individual schools and would alleviate excessive numbers of meetings and expedite management efficiency.

7. Establish criteria for Title I teacher selection. Seek out and employ extremely competent and well trained personnel. The average and above average learner progresses in "spite of the teacher". The low achiever needs the very best teacher in order to progress.

8. Provide funding for developing and implementing some basic or simplified vocational programs. Many of our Title I young people are kept from present vocational programs because of their sophisticated complex nature. We need some additional programs that are of a more basic and practical nature. This Title I funding should include monies for basic materials and equipment to implement these programs.

Title I has suffered greatly from much adverse publicity because we have failed to look at the total picture. We often hear that the gap between the Title I student and the average and above average student is wider than ever.



This is true, and rightly so. What we fail to realize is that as Title I provides manpower for extra assistance in order for Title I students to progress to their fullest potential, the PROCESS releases manpower for the average and above average student to work up to their fullest potential also. Therefore, the gap remains or gets wider. This is as it should be. Because of Title I, ALL levels of ability are benefitting in the public schools of our nation.

Respectfully submitted to the Subcommittee on Elementary, Secondary, and Vocational Education this sixth day of March, nineteen hundred and seventy-nine by:

Marcelyn Hobbs, Director
Title I Reading English Rotation Project
McDuffie County School System
Thomson, Georgia

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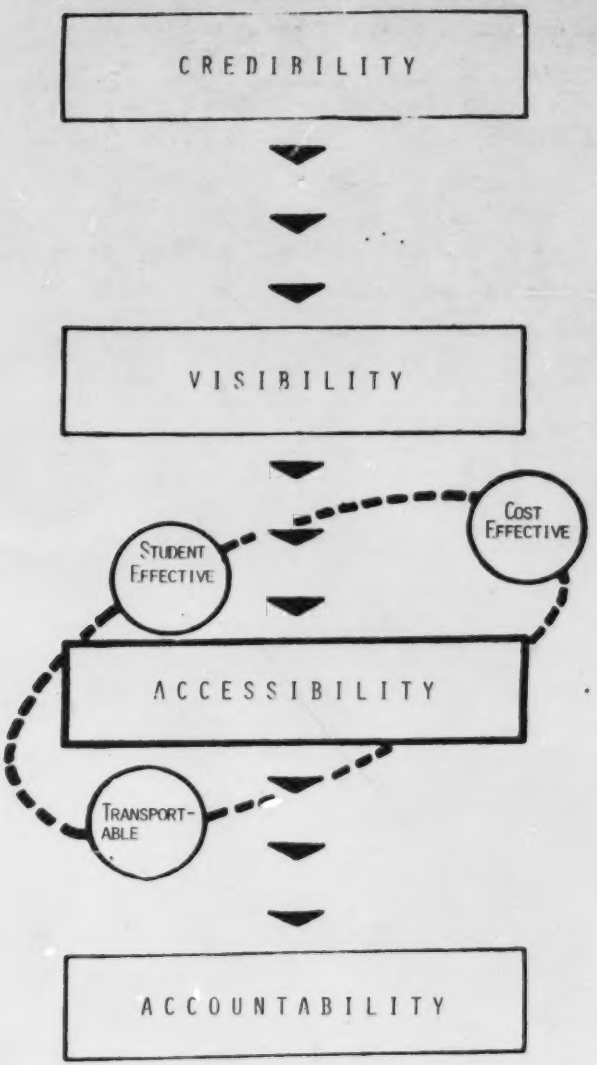
Appendix


CREDIBILITY
VISIBILITY
COST EFFECTIVE
STUDENT EFFECTIVE
ACCESSIBILITY
TRANSPORT-ABLE
ACCOUNTABILITY

SUMMARY OF PERFORMANCE
June 1977 - February 1979

AWARENESS SESSIONS

NDN Funding	No. of Sessions	No. of Participants	No. States Involved
1977-78	66	2,070	50 States + Puerto Rico + Virgin Islands
1978-79	21	1,335	50 States + Puerto Rico + Virgin Islands

ON-SITE VISITS

NDN Funding	No. of Visits	No. of Participants	No. States Involved
1977-78	40	205	12
1978-79	11	95	11

ADOPTIONS

NDN Funding	No. of Present Adoptions	No. of States	No. of School Districts	No. of Students
1977-78	44	10	45	6,400
	No. of Potential Adoptions	No. of Additional States	No. of School Districts	No. of Students
1978-79	24	7	24	1,440
	No. of Present Adoptions in Georgia	No. of Counties	No. of School Districts	No. of Students
1977-78	20	11	20	2,400

TRAINING SESSIONS

NDN Funding	No. Held	No. of Administrators Trained	No. of Teachers/ Aides Trained	No. of Students
1977-78	11	60	275	6,400
1978-79	1	9	26	300

MONITORING ADOPTIONS

NDN Funding	No. of Adoptions Monitored	No. of Administrators Monitored	No. of Teachers/ Aides Monitored	No. of Students
1978-79	8	25	70	1,504

RER ADOPTIONS AND PROJECTED ADOPTIONS

- GEORGIA COUNTIES RER ADOPTIONS AND PROJECTED ADOPTIONS

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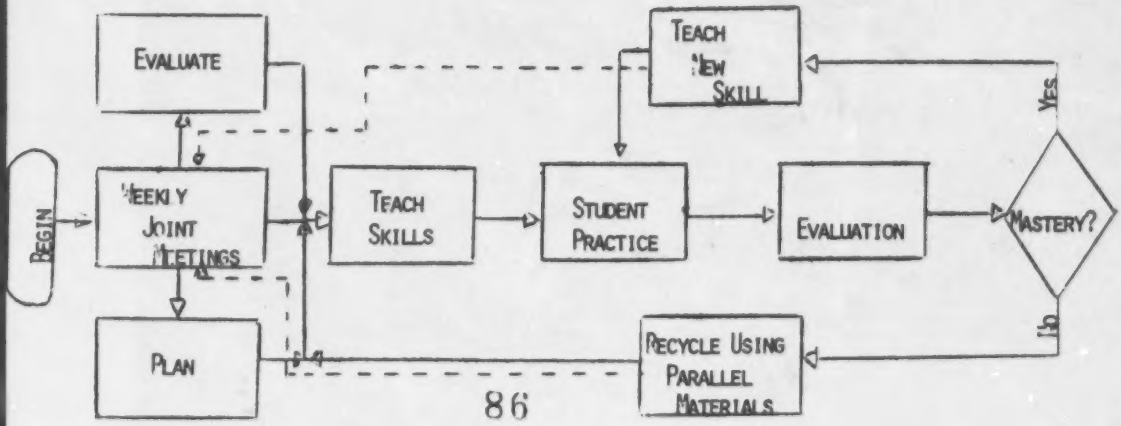
Evaluating, Planning, and Teaching Strategy Flow Chart



STATEMENT OF MARCELYN HOBBS, READING/ENGLISH ROTATION PROJECT, MORRIS MIDDLE SCHOOL, THOMSON, GA.

Ms. HOBBS. Mr. Chairman, and members of the subcommittee, it is an honor to be invited to testify at the oversight hearing on title I of the Elementary, Secondary Education Act.

I am Marcelyn Hobbs, the developer and director of an exemplary title I program that has been operating for the past 9 years in the McDuffie County School District, in Thomson, Ga.

My written testimony addresses four issues: What, in my opinion, title I has done for education; what my school district is doing with its title I funds, with particular emphasis on the project that I direct and its Indian affiliation; No. 3, the factors, in our opinion, that have contributed to the success of our title I program, and it would perhaps be instrumental in the success of other title I programs; No. 4, our suggested recommendations for title I programs.

However, with the time allotted to me, my oral testimony will be confined to Nos. 2 and 3.

What title I has done for the McDuffie School District, and what that district is doing with its title I funds. McDuffie County is located in the east-central Georgia, 120 miles south of Atlanta, and approximately 35 miles west of Augusta on Interstate 20.

This county has a population of approximately 18,000 people, with a good balance of industry and agriculture. The county-seat and largest town in our county is Thomson, with a population of approximately 15,000 people.

Our school system is made up of one high school, one middle/junior high, and four elementary schools. Our student body has 4,000 members, 46 percent of them are black, and 54 percent are white.

Our total school system has 210 teachers, and we operate 30 schoolbuses. Our total school budget is about $4.5 million and of this amount, $681,000 comes from local taxes. Our title I allocation for this entire school district is $359,000. With these moneys, we employ 18 title I teachers and 18 title I paraprofessionals.

The title I teachers and aides serve approximately 1,450 title I students in kindergarten remedial reading and math. A component of the total title I program is the reading/ English rotation project at the middle school level.

This project had its beginning in 1970, the year that we totally integrated our school system. The reading/English project was conceived, organized, and implemented by local administrators, teachers, and parents.

The project focuses on a nationally recognized concern, that is, the improvement of basic communication skills at the secondary level. Our program has been operating daily for the past 9 consecutive years under the leadership of the McDuffie County title I program.

I think you, gentlemen, would be interested in a couple of statistics. There are in excess of 14,000 title I programs in our Nation. Of those 14,000, only 45 have been set aside or recognized by the joint dissemination review panel from the U.S. Office of Education as being exemplary. McDuffie County's reading/English rotation project is one of those 45.

The U.S. Office of Education further honored our program by extending a contract under the National Diffusion Network, for the purpose of disseminating information and implementing this program in school districts throughout the Nation.

Our program is one of only 24 programs, a very select group, to receive funds from the National Diffusion Network. Under the leadership of McDuffie County's title I administration, the reading/English program has been disseminated since June of 1977. This National Diffusion Network is the most viable force for educational change in our Nation today, the reason being that it brings practitioners to practitioners in a free exchange of ideas.

Educators throughout the Nation are facing virtually the same problems. Therefore, it is important that teachers elsewhere be made aware of a solution that has, perhaps, already been solved in some other part of the country, and herein lies the merit of the NDN.

When a program such as these 24 title I programs receive funding under the NDN, it gives them four important things: First of all, it gives them credibility and visibility. Credibility in that they have been validated by the U.S. Office of Education, and visibility in that the funds provide for that program, not only to work in a local district, but the entire Nation becomes the classroom of the project director. Visibility comes with that contract.

Then, this contract also offers to local school districts two things: accessibility to programs that are student effective, cost effective, and that are also transportable. The NDN also offers a school district ways of combating the public's ever growing demand for accountability.

The reading/English project has participated for a year and a half. This diagram shares with you some of our successes. To date there are 68 adoptions of our program, and those adoptions are in 18 different States, and we are affecting a minimum student population in excess of 8,000 people.

Our project evaluation for the past 9 years shows that our students have consistently averaged 1 month's reading growth per month of instruction. Prior to entry into the program, our students had been averaging only 2 months' growth per year of instruction.

The reading/English project is more, though, than a statistically effective method of teaching the disadvantaged students. It is a program that transcends barriers of race, geographical locale, and the various stages of adolescence.

It is successfully reaching student populations as diverse as the Spanish-American child in Texas, the American Indian student in Wyoming, the rural black child in North Carolina, the white Appalachian child in Pennsylvania, the inner-city young person in Chicago, and a balanced mix of black and white students in Georgia, Florida, South Carolina, and Mississippi.

The McDuffie County program is academically successful as well as cost effective. We are spending approximately $175 to $200 per student over and above that which comes to us from the State. We are a select few, 24 in the Nation.

What is it that we think has made us successful? There are four things which I would like to share with you. These are based on our opinion and on our experience.

No. 1, a successful title I program needs to have a school environment that allows creativity among its personnel, and they, then, will foster problem solution.

A successful program must be soundly based in local research on characteristics and learning styles of that target population. Our instructional program was designed to meet the characteristics of our students, and that program design has, as its base, a skill base program in opposition to commercially prepared programs.

A second thing it has is a team teaching approach. Gentlemen, title I teachers will never educate title I students. The reason being that we see them for only a small portion of the schoolday.

When we, as title I people, and you as gentlemen who have legislative abilities, come to the recognition that we must pair ourselves and aline ourselves with every other staff member in a local system. Then and only then will we see a noticeable difference in the academic achievement of our young people.

A third reason for our progress is that our instructional strategies are based on continuous daily evaluation. The fourth reason, we have been able to reduce our pupil/teacher ratio utilizing auxiliary personnel.

The third reason for success is the total personal commitment on the part of the community, the school, the project staff personnel, and the students involved. We must commit ourselves to this fact: Title I students can learn anything and everything that any other student learns. However, we do learn it at a more slower pace, and it does require more reinforcement.

Title I has suffered greatly from adverse publicity, because we, as a public, have failed to look at the total picture. We often hear that the gap between the title I student and the average and above average student is wider than ever, and this is true. But rightly so.

What we fail to realize is that as title I provides manpower for extra assistance in order for title I students to progress to their fullest potential, the process releases manpower for the average and the above average student to work up to their fullest potential. Therefore, the gap remains or it gets wider, and this is as it should be. Because of title I, all levels of ability are benefiting in the public schools of our Nation. I respectfully submit to you our recommendations. Thank you, sir.

Chairman PERKINS. Let me thank the entire panel for some excellent testimony.

I want to give all the members here a chance to ask some questions, but first I have a couple of questions that I would like to address to the entire panel.

As you know, the administration has proposed no increase in appropriations for the regular title I program, although it is proposing $400 million for the new concentration provision. What effects will stationary funding have on your programs? We will begin with you, Ms. Hobbs, and go all the way around the table.

Did you get the question?

Ms. HOBBS. Yes, sir; I heard your question, but I do not feel that I am qualified to answer.

Chairman PERKINS. All right, go ahead, Ms. Harbison.

Ms. HARBISON. I would have to give you an answer that is almost in mathematical terms. Without an increase in funding, the staff

that we hire to serve our title I children would have to be reduced in direct proportion to the inflation that is occurring.

Our program is successful, we feel, because we invest every dollar that we can in hours of service, teaching time for the children. When inflation goes up at the rate of 7 or 8 percent, and funds remain stationary, that means that 7 or 8 percent fewer hours are employed in working with children.

Chairman PERKINS. All right, Mr. Rosica.

Mr. ROSICA. You are talking immediately about a reduction of about 220 people who are presently serving title I children, both professional and paraprofessional on our basic staff. This naturally would lead to, No. 1, a reduction of services to children; second, fewer schools themselves being served.

I think one of the third items that has to be considered is the fact that the new law is going to generate increased costs. The factor, No. 1, that we are going to be establishing advisory committees, and that the parent advisory committees are going to be increased in size in Philadelphia, we are going to have to provide printed materials and additional training to each of these parent advisory councils, and also in terms of the new requirements, new funding in the law itself, which relates to increased funding for the State department of education relative to monitoring, and so on.

We are also going to increase our monitoring within the school district, which is going to contribute an increased cost.

So I would say that we would probably be talking about reduction of services to, maybe, 9,000 or 10,000 children and a loss of staff anywhere from 200 to 300 people.

Chairman PERKINS. All right, Dr. Jefferson.

Dr. JEFFERSON. The Philadelphia School District is comparable in size to the Detroit School District, There are some obvious differences, but I think the impact would be similar on the School District of Detroit and the School District of Philadelphia.

I would only make the addendum, and that is, certainly if there is no increase in the basic grant funds, we are not going to be able to maintain the current level of staffing that we have.

We received approximately $29 million this school year, and under the basic part A, if there is no increase in that, obviously, that is going to have an impact.

On the other hand, if you are talking about some new dollars in the concentration portion, that will somewhat alleviate some of the negative impact from lack of funds under Part I.

Again, my bottom line point would be that we still are not serving all of the youngsters in our school district that are eligible to be served. So to the degree that there is not an increase in dollars in whatever part, we still are going to be in the position of not serving those eligible youngsters who we should be serving.

Chairman PERKINS. All right, we will hear now from Dr. Johnston.

Dr. JOHNSTON. Thank you, Mr. Perkins.

I think Dr. Jefferson stated it well. If there is no basic increase, then we have that frustration of some 75,000 youngsters eligible but not served. If the concentration funds come along, in my judgment, what it means is that through those funds we will be able to absorb the inflation problem that always exists, it is an annual problem, and still allow a modest improvement in the program.

The concentration dollars look to me as a very positive change for next year. That would accommodate inflation, and allow us some improvement in the numbers of students that we could serve.

Chairman PERKINS. Ms. Reynolds.

Ms. REYNOLDS. Yes, sir. Static funding, or no increase in funding to Tennessee, at least, would mean, as I indicated to you before, that there would be a reduction in program services to children.

Giving you an example, in our largest system, at least 100 teachers would probably have to be taken from the title I roll. Also 11 programs in another one of our urban cities would have to be eliminated.

Also, services in the rural counties, where they are already suffering, would be further decreased.

Also, no increase in funding appears even more drastic, as one of the gentlemen mentioned a few moments ago, in view of the new regulations which require additional cost. Also I would like to mention—perhaps I don't think it has been brought out here, my concern here—concentration grants, really should be supplementary to, and not take the place of the basic grants.

Not all school systems will receive concentration grants. This means that concentration grants will help some, and if the basic grant is not increased, it will doubly affect those not receiving the concentration money.

I think that this has got to be considered as far as full funding is concerned.

Also we need an increase just to maintain what we have got.

Chairman PERKINS. All right, Dr. Himley, go ahead and answer now.

Dr. HIMLEY. Thank you, sir.

The State of Iowa has 99 counties, and in checking with the Office of Education with respect to the concentration grant moneys, it would appear that only three to five counties within the State would qualify for concentration grant monies.

So, if that is the only increase, let us say, that is provided for title I funding, it would mean, in essence, approximately a 10 percent decrease, considering the inflationary costs, for anywhere from 94 to 96 counties within the State.

I am a little bit surprised, but I guessed it was common knowledge, but nobody has mentioned yet that the general fund budgets within the school districts in this day and age do not typically have the capacity to absorb decreases in Federal funding.

The title I programs have sold themselves. The people want them desperately, but the local moneys are not there. If there is a decrease in title I funding, it will obviously mean a decrease in services as far as title I programs are concerned.

Chairman PERKINS. Let me ask all the witnesses one further question.

Do you expect any problems in implementing last year's new law; are any of your school districts anticipating any problem with the new requirement for distribution of the law and regulations to all advisory council members. As you know, this is a new provision in the Education Amendments of 1978.

You go ahead, now, Dr. Himley, and start.

Dr. HIMLEY. Yes, we are anticipating some problems in that respect. I did make some notes with regard to it. We have nothing—

by we, I am talking of the State agency as well as the LEA's—we have no desire to diminish parental involvement, parental input, but we seriously question the need for each and every member of the parent advisory council having copies of the legislation, the regulations, the policy manuals, etc.

It will be a tremendously expensive thing, to say the least. It will detract from program moneys, and in all honesty, in the State that I represent, at least the parent advisory councils are not particularly desirous of having individual copies. They want access, yes, to the legislation, access to the regulations, access to the policy manual when it comes out, the State policies, etc., but as far as each individual having their own personal copy, this is not the typical wish.

Chairman PERKINS. Any further comments from any of you?

Dr. JEFFERSON. I would simply reiterate what has just been said by giving you an example. We have 170 local parent advisory councils. We have nine regional parent advisory councils. We have one district-wide advisory council.

I think the critical factor is access to the information as opposed to whether or not we must have each one of those council persons having specific pieces of information. It is going to cost school districts some additional dollars to do this, and my only question is whether this is at all necessary.

This is, again, not to in any way talk against the need for parental involvement, but it is to the degree of those mechanical kinds of details which I think are going to impose some hardship on school districts.

Dr. JOHNSTON. Mr. Chairman, I mentioned earlier the special problem in Los Angeles. We will begin in September our second year of court-ordered mandatory integration. The "follow-the-child" provision has taken care of this year, and we have no problem, but next year I have a concern the funds to supplement the title I program for those youngsters who will be involved and continuing in the integration program. We would like to see that provision allow us to sustain that kind of activity in the years ahead.

Chairman PERKINS. Ms. Reynolds.

Ms. REYNOLDS. Yes, Mr. Chairman, I would like to add a couple of points.

In one of our school districts alone, you are talking about 350 to 375 council members who would be receiving the information as stated in the legislation. I am not at all opposed, as a matter of fact I am totally in agreement with the fact that members should have access to this information. I think the key is access to, or individual copies thereof. I think that this needs to be addressed.

One other concern that I would like to mention and that is, the law—I don't want it to be taken as I am against parent involvement, because I am totally for it. But I am a little bit concerned that the emphasis in the law appears to be more on organization, and number of members rather than upon true parental involvement in the educational process, which is where we find that the greatest success, as far as students are concerned, comes when the parents are involved in the instruction. This is a concern of mine.

Chairman PERKINS. All right, go ahead.

Ms. HARBISON. On this point, I am sorry that we could not bring our district parent committee chairman, because she would be

saying this for me. We feel that the new regulations are, perhaps, entirely too detailed for parent advisory councils.

Sometimes, in seeking to meet every point of a regulation, we find ourselves illegal without meaning to. I will cite one example. At one time, when we were expected to provide written copies of several phases of the program to parents, the only single item that we could obtain before that first meeting were copies of the Federal Register.

The parents looked at me as though I were stark raving mad, when I was giving them copies of the Federal Register, because they find this is a hard document to read, perhaps.

Therefore, I would like to recommend that we emphasize parent involvement, but possibly leave the details insofar as possible up to the districts or the councils themselves.

Mr. ROSICA. I would like to make one final comment. I think our principal concern relates to the election process for the city-wide PAC, which will have to involve between 300,000 and 400,000 parents in that particular election in order to meet the mandate of the law as it is presently written.

That becomes an incredible job. It is a very, very expensive type of job for us to do.

I think our second concern that relates to that is the fact, as indicated yesterday in a meeting with the Office of Education officials, they stated that the regulations would not be coming out until approximately June 1.

We are being asked by our State departments of education at the moment to have everything in place by the beginning of the school year. If we try to run elections for a citywide PAC during the summer, we will have an explosion during the vacation period, and that is a very, very deep concern of all the members of Great City Schools.

I think a second concern of ours is the fact with regulations coming out on June 1, the submission of an application that will be covering our school districts for 3 years, we are now in the planning process. By June 1, most of us will have completed our planning for the projects. If any surprises come out in the regulations, we may end up, unknowingly, being in the position of, maybe, being liable for ordered exceptions because we are developing an application which proposed regulations coming out on June 1, will be covering for 3 years.

Chairman PERKINS. I would like to ask Dr. Johnston one question, and this will be my last one.

I need some clarification of your statement regarding maintenance of effort. Are you proposing that we repeal that provision due to Proposition 13, or are you proposing specific amendments to the maintenance of effort requirement?

Dr. JOHNSTON. Mr. Chairman, as you know, it is an extraordinary circumstance to be involved in the Proposition 13. Whereas in the past, we had a dependable, reliable income base in support of public education. At this current time, we are on a 1 year funding block grant basis, and it is 10 percent less than what we, otherwise, would have had this particular year.

Maybe our circumstances in California are very unique and very unusual, but we had a tragic loss of income. So when it looks at us as a district on maintenance of effort, our maintenance of effo t will

obviously be less than it is otherwise, and traditionally and normally would have been.

I am not sure what the best solution or answer to it is, but it is difficult to be held accountable for something over which we have absolutely no control.

Chairman PERKINS. Mr. Goodling.

Mr. GOODLING. Thank you, Mr. Chairman.

I always like to remind everyone who comes before the committees that I serve on that we are caught in quite a dilemma because the cry in the country is: Reduce taxes, and reduce funding. We have governors, such as the Governor of California, the biggest spenders around, who all at once are telling us that we should balance our Federal budget. There are only two ways to do that, either raise taxes or reduce spending. So we are really caught.

Then everybody who comes before us says, "Yes, but you have to zero in on the important issues," and each of them tell us, then, that theirs is the most important, and should be on the top of the list, "Don't cut ours."

So I like to bring that to your attention, because you deal with those State and public elected officials who, all of a sudden, are pointing their finger this way on one hand, and doing this with their other hand. You just can't do both.

Dr. Johnston, you were the first, as I remember in the testimony, that talked about problems. I think you even used a nicer term, "concerns," I guess.

Dr. JOHNSTON. Yes.

Mr. GOODLING. You listed several concerns, or you spoke of several concerns. I looked on page 6. Are all the concerns that you talked about, included on page 6, or were you indicating some others?

Dr. JOHNSTON. I tried to abbreviate. The testimony that we submitted would be the detailed list, and I tried to pick those which are the most pressing.

Mr. GOODLING. I was merely going to ask you to give us the list, if there were more than you were including.

Dr. JOHNSTON. They are there.

Mr. GOODLING. The second question, Dr. Johnston, is there any particular time that you would stop the "follow-the-child" funds, or would you have them open-ended?

Dr. JOHNSTON. I am sure you can appreciate what happens in the subsequent year, when the youngster is in a new neighborhood. He still has the same needs and requirements as he did in the prior years. The artificial date of a year passing does not change the circumstances.

If we do the analysis that is required to see whether, in fact, that youngster continues to be eligible by the factors and the judgments that we use, and he is no longer eligible. I am making a reasonable suggestion that 1 year is not enough, and perhaps 4 or 5 years would be reasonable.

We can compromise on almost anything, but all I know is that at the end of this current year, our first year of court-ordered integration, the youngsters will no longer be funded in the subsequent year, I just simply have no way of maintaining that support service, which I think is absolutely critical as they find their place in this new environment.

Mr. GOODLING. I agree with that. It is always ridiculous also to have the youngster move from one school to another school, and then he no longer needed help because of the legislation.

Dr. Jefferson, you talk on page 5 about the need for us to have those regulations. Do you have information that we don't have already, or is it just that usual suspicion we have of regulations written by downtown?

Dr. JEFFERSON. I do not have any inside information that the subcommittee does not have. It is a general concern about the fact that we think some progress has been made in the comparability requirements in terms of reporting. But in the general concern, we hope that the regulations do not impede the intent of Congress in passing legislation. So I don't have any specifics to point to.

Mr. GOODLING. I would ask the chairman at this time, after we have had the opportunity to study those regulations, if we could perhaps have them come up and explain them to us. Then we can, perhaps, dampen their enthusiasm for over-regulating.

Individualized prescriptions, I know, in my district caused all sorts of problems. It is not only the Federal regulations, but then the State regulations as well. So I would hope that we would look very carefully at those.

Dr. Johnston, you said 82 different languages.

Dr. JOHNSTON. Isn't that incredible? It is correct, Mr. Goodling.

Mr. GOODLING. It is incredible. Even Ms. Fenwick does not speak 82 different languages.

I must admit that the Senator's amendment that is causing you so much grief; I don't know how it ever got into the legislation. He came so suddenly, and was in and out so rapidly, that I must have been sleeping at the time he presented it. Was it presented at the conference?

Chairman PERKINS. It was presented at the conference.

Mr. GOODLING. He came in and out so rapidly, and with photographers. I guess I was taken by the photographers, and did not follow what it was he presented.

I cannot imagine how you could possibly live with that, and have the greatest portion of your expenditures go to that dissemination. What is going to be done with it after it is disseminated is a real problem. I guess there is nothing that we can do about that at this point, until the legislation comes back up again.

Thank you, Mr. Chairman.

Chairman PERKINS. Mr. Hawkins.

Mr. HAWKINS. Thank you, Mr. Chairman.

With the passage of Proposition 13 and the new regulations, are we to assume that the new regulations would require you, at the State level, to maintain the effort, and if that is not done, that there will be a substantial loss to the L.A. school district, and if so, what would be the approximate loss?

Dr. JOHNSTON. Thank you, Mr. Hawkins. It is my understanding that a school district must have a base year, and for this particular year, we are 10 percent below what we would normally be receiving in total funds for the operations of the school district.

It just follows that we are unable to maintain our current effort. Now, it will perhaps not be a full 10 percent. It will be judged ultimately as to what the actual depreciation of costs might be in this area. But in that range, you can imagine, anticipating $45

million in title I funds, it is conceivable, if the concentration funds do not come in the aggregate of $8 million, we could lose in the neighborhood of $3 to $4 million.

Mr. HAWKINS. Does the State action in terms of what is called bail-out money, does this enter at all into that equation?

Dr. JOHNSTON. The bail-out funds are 1 year only. As we look forward, and plan and anticipate what our budget will be for the coming year, we have no knowledge at this point in time which of the many bills that are before our State legislature will, in fact, become law.

As you know, Senator Dills has a bill. Leroy Green has a bill. Senator Roberts has a bill. Here we are in the critical planning stage for our school districts in California without any knowledge of the amounts of funds that will be available.

Mr. HAWKINS. Would the passage of any one of those bills allow you to submit that as a maintenance of effort upon which the Federal money can be based?

Dr. JOHNSTON. I like your strategy, and I accept your judgment.

Mr. HAWKINS. It is going to be very difficult for any of us to persuade Representatives from all over the country, outside of California, to help the State if the State itself does not recognize some responsibility. It seems to me that it follows, and it is just that simple. It may be a simplification of it, but I think that may be the actual situation.

Anyway, we will elaborate on this some other time. Thank you.

Ms. Hobbs, I was quite intrigued with a statement that is included in your prepared statement on page 11, when you indicate that title I suffered greatly from adverse publicity, and then you indicate that the gap between the title I student and the average and above-average student is wider than ever. Then you indicate that this is as it should be, that it allows the release of personnel to non-title I programs.

It would seem, by implication, what you are suggesting is that there is an opportunity to juggle the local school money in such a way that the maintenance of effort is not maintained, but the title I money is used for the disadvantaged, which, of course, it is intended to, but then it allows the school district to shift some personnel around, so that some locally supported personnel are shifted to other students, and that the gap not only remained wide, but that it becomes wider.

It does not seem to me that it sounds like good educational sense.

Ms. HOBBS. Mr. Hawkins, thank you for your question.

As I read this, I interpret the word "manpower" to mean time and not personnel. When we are talking about the process releasing manpower for the average and above-average learner, I did not mean that it released personnel, but by working with title I students, the extra effort, then that gives smaller pupil/teacher ratios for those teachers already employed in the system. If not smaller student/teacher ratios, it gives additional time to plan, prepare instructional strategies for the average and above-average student.

The statement has nothing to do with personnel, but it is the amount of time and effort that that teacher can devote to those students that remain with her during the instructional teaching time.

Mr. HAWKINS. I will accept that explanation for that, but what is the meaning of the phrase: "Therefore, the gap remains or gets wider. This is as it should be." What is the significance of that statement?

Ms. HOBBS. Mr. Hawkins, I preceded these statements by saying, in my opinion, based on my experience, I believe that there are varying levels of ability in all students. Many title I students that we work with are not progressing at the level that other students are progressing. In my opinion, they never will.

Mr. HAWKINS. I don't exactly agree, but nevertheless I am trying to get some reason.

Let's phrase it another way, if non-title I students are always going to maintain an achievement level that is substantially higher, and it is going to get higher, and the gap is going to get wider, then there is little justification or little support—we are going to lose support for title I programs, it seems to me, if they are not bringing the students up to what should be expected of students.

Ms. HOBBS. If the justification is that we are going to close the gap, and that all students will be progressing at the same level at the same time, then I could not agree with that. I believe that we are obligated to provide for every student the resources for that student to progress at his or her own level of ability.

Now, title I and its resources provide that for the title I students, I feel that we are also obligated to provide that for all other students.

Mr. HAWKINS. If you want to do that at the local level, that is one thing. But I am speaking in terms of the intent of this program as it was originally drafted, and that was, as I thought, to remove, or to at least narrow the gap on the basis that there are disadvantaged children, who are not disadvantaged because of any mental problem, but merely because of the question of circumstances, and that we would, narrow the gap, if anything, rather than applaud its getting wider on the basis that the non-title I students, somehow, are much brighter. They may be more fortunate when they come from middle-class families, or families that don't need the schools probably as much as the children in low-income areas.

I just don't exactly agree with you in the fundamental assumptions that these students are, somehow, inherently weaker and, therefore, we always have to assume that they are going to be behind throughout life is really what you are saying.

Ms. HOBBS. That is not my assumption.

Mr. HAWKINS. I see. I am glad of that.

Thank you.

Chairman PERKINS. Ms. Harbison, did you want to respond?

Ms. HARBISON. Mr. Hawkins, could I respond to that question?

Mr. HAWKINS. Yes, surely.

Ms. HARBISON. I represent a very ordinary type of district that has children very representative of those children found all over the country. We, like Dr. Johnston, since we are close neighbors, have lots of languages, and have lots of mixtures. But we do have, I think, a very typical group of children, and therefore a very typical group of title I children. We have found statistical evidence over a period of time that we can close the gap.

It is possible in our particular area and our school board because they have been so concerned about accountability and use of Fed-

eral funds, and particularly in the use of title I funds, and they have asked the title I program to report to them more than any other single program in our entire district, and they have also asked us to keep longitudinal data.

We have discovered that because the children are progressing at a higher rate—our rate happens to be a month-and-a-half in the title I program—that that gap does close. Even though a child is behind 1½, or even 2 years behind in the second or third grade, at the end of 3 years in a title I program, that gap can be closed, and sometimes erased completely. The children are completely educable.

As we have all tried to say here, they all learn at different rates, and our children, we have discovered, learn at different rates, and because of the intervention of the additional assistance in title I, they are becoming successful.

Mr. HAWKINS. That was my thought. If you are not going to make some attempt, and succeed, to some extent, in closing the gap, then there is no need for any of us to be pleading for title I programs. That is just about the way I feel about it.

Chairman PERKINS. Mr. Ashbrook.

Mr. ASHBROOK. Thank you, Mr. Chairman. I have no questions.

Chairman PERKINS. Mr. Murphy.

Mr. MURPHY. I have no questions.

Chairman PERKINS. Let me thank all of you, the entire panel, for your appearance today. I think that you have a great selling job to do to the House Committee on Appropriations, the Labor-HEW Subcommittee particularly. To educate this Congress, you have a great big job.

Thank you very much.

The committee is now adjourned.

[Whereupon, at 11:15 a.m., the subcommittee recessed, to reconvene at the call of the Chair.]

[Additional material submitted for the record follows:]

CONGRESS OF THE UNITED STATES
HOUSE OF REPRESENTATIVES
WASHINGTON, D.C. 20515

PAT WILLIAMS
[illegible]
[illegible]

COMMITTEES:
EDUCATION AND LABOR
INTERIOR

WASHINGTON OFFICE:
[illegible]
TOLL-FREE NUMBER
[illegible]

April 3, 1979

The Honorable Carl Perkins
Chairman
Subcommittee on Elementary,
Secondary and Vocational Education
Suite B346C Rayburn H.O.B.
Washington, D.C. 20515

Dear Mr. Chairman:

The enclosed letter from Georgia Rice, Montana Superintendent of Public Instruction, expresses concern about new regulations under Title I of the Elementary and Secondary Education Act.

I believe Mrs. Rice has raised some important questions about revisions affecting parent advisory councils, and I would appreciate it very much if you would include her remarks in the record of the Subcommittee's March 6th oversight hearings on Title I.

Thank you for your assistance.

Best regards.

Sincerely,

Pat Williams

Pat Williams

Enclosure

THIS STATIONERY PRINTED ON PAPER MADE WITH RECYCLED FIBERS

OFFICE OF PUBLIC INSTRUCTION
STATE CAPITOL
HELENA, MONTANA 59601
(406) 449-3095

Georgia Rice
Superintendent

March 8, 1979

The Honorable Pat Williams
House of Representatives
Washington, D.C. 20515

Re: Parental Involvement
ESEA Title I
Sec. 125, Title I, P.L. 95-561

Dear Representative Williams:

We are developing workable administrative procedures to implement the Education Amendments of 1978 (P.L. 95-561). We are concerned that Section 125 of Title I, parental involvement, may create an administrative nightmare for school districts. We want to share our concerns with you.

Under the previous law and the regulations, ESEA Title I, project area (school) parent advisory councils were composed of members selected by parents of children served, or to be served, by the project. The districtwide council was composed of members selected from the membership of each project area (school) council. All parents in a project area, including parents of private school children, were eligible to participate in the selection of its council members. School district officials and the district advisory council established procedures for nomination and selection of the membership. Section 125 changes this procedure by requiring that the districtwide council be elected by the parents in each district and the project area (school) councils be elected by parents in each project area. The law no longer permits the "pyramid effect" we had under the previous regulations, that is, the districtwide council members selected from each project area (school) council membership.

We understand legal counsel for the U.S. Office of Education has made the following interpretations:

1. The districtwide council must be elected by a districtwide election and the project area (school) council must be elected by a project area election, thus, councils are separate entities necessitating separate elections. There is a possibility of totally separate membership which could result in lack of continuity, coordination and cooperation.

2. The ballot must provide separate categories of nominees to ensure appropriate representation, that is, a) parents of pupils to be served in a project, b) parents of pupils eligible to be served but not currently participating in a project, and c) others.

3. Teachers may be elected but administrators are not mentioned in the law.

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4. Only parents of school-age children may vote in the election; other qualified voters who have no children in school may not vote for candidates but could be a candidate and elected to serve on the council.

5. Principals and other administrators may be members of the council if they reside in the project area and are duly elected.

Any of the above could result in an administrative nightmare for our larger school districts which have several project areas, such as Billings, Great Falls, Butte, Helena and Missoula school districts, to name a few. For example:

1. The school district would have to maintain at least three districtwide voter lists as well as three project area (school) voter lists to ensure appropriate representation as well as to ensure only eligible voters are allowed to vote.

2. Parents must agree to be identified as parents of children to be served. This information must be made available to all voters districtwide as well as in project areas. This may conflict with the privacy act or civil rights laws.

3. Conducting several elections can be costly and reduce available Title I funds for programs to serve children. For example, Billings would have to conduct 13 separate elections, Great Falls 14 elections, Butte 11 elections, Helena 6 elections and Missoula 12 elections.

My office is dedicated to the encouragement and promotion of community and citizen involvement in the education system and in the education of their children. We commend Congress for their support of parental involvement in federal programs. We certainly do not oppose elections, however, we see this section of the Education Amendments of 1978 to be too inflexible and we fear administratively difficult, cumbersome and perhaps almost impossible to implement. We feel the previous law and regulations worked well for Montana.

We would appreciate it if you would review this matter. Should you wish to discuss this further, please call me.

Sincerely,

GEORGIA RICE
Superintendent

GR:mf

State of Arkansas
DEPARTMENT OF EDUCATION

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DIRECTOR

DIVISION OF FEDERAL PROGRAMS
ARCH FORD EDUCATION BUILDING LITTLE ROCK, ARKANSAS 72201

March 28, 1979

Honorable Carl D. Perkins
House of Representatives
Rayburn House Office Building
Room 2365
Washington, DC 20515

Dear Mr. Perkins:

It has recently been brought to my attention that the Department of Health, Education, and Welfare has recommended in their fiscal year budget to "Cap" all state agency programs in Title I ESEA. This would greatly curtail and reduce many important things taking place in the migrant program. The following is a list of the drastic effects the "Cap" would have upon Migrant Education. If this recommendation is approved, the "Cap" would:

1. Completely stop initiative on the part of the states on identifying and recruiting migrant children
2. Seriously curtail the skills based programs that are just being implemented
3. Completely kill all secondary school programs just as migrant children had begun advancing in the upper grade levels
4. Reduce the number of children that could be served in the migrant program
5. Prevent the migrant program from serving pre-school children, which is the Office of Education's top priority
6. Prevent expanding into the new legislation that is just recently being passed by Congress which allows you to serve the families who follow the cultivation and harvesting of trees.

"An Equal Opportunity Employer M/F"

7. Prevent the states from fully carrying out the summer school program that has just recently become part of the new legislation

8. Kill the initiative of the credit exchange program for high school migrants that has been endorsed by the Education Commission of the States Task Force and the Chief State School Officers

9. Kill the parental involvement that has been started in the migrant program

10. Cause Arkansas to lose approximately 2 million dollars.

These are just a few of the effects the "Cap" would have on this one particular program, if allowed to stand. It leaves migrant children as the only category of disadvantaged children that would not receive an increase in FY80 and future years.

The other state agency programs, the Handicapped, the Neglected, and the Delinquent, would also be greatly affected since institutionalized care has become a very heavy burden upon the states.

The inflationary costs alone, if these programs are "Capped", would certainly cause a decrease in program services and would result in the termination of a large number of employees.

I respectfully request that you resist any effort in the "Capping" of the state agency programs, which, if allowed, would seriously impair and hurt a large group of disadvantaged children in this country. These are the children that are probably the most disadvantaged being served under Title I.

Your consideration in this matter will be greatly appreciated.

Sincerely,

B. G. Williams

B. G. Williams
Associate Director of Federal Programs
Arkansas Department of Education

sls

STATE OF OHIO
DEPARTMENT OF EDUCATION
COLUMBUS
43215

FRANKLIN B. WALTER
SUPERINTENDENT OF
PUBLIC INSTRUCTION

James W. Miller, Director
DIVISION OF FEDERAL ASSISTANCE
933 High Street
Worthington, Ohio 43085

March 15, 1979

The Honorable Carl Perkins
U.S. House of Representatives
2365 Rayburn House Office Bldg.
Washington, D.C. 20515

Dear Mr. Perkins:

We respectfully request that the enclosed testimony, Title I, A Success in Ohio, be included as a part of the record for the oversight hearings on the effectiveness of Title I.

You are to be commended for holding hearings on such an important subject. Title I funds are making a significant impact on the lives of thousands of Ohio students. We believe Title I is working well and appreciate the opportunity to present the positive side of the program.

Sincerely,

James W. Miller, Director
Division of Federal Assistance

JWM:sym
Enclosure

TITLE I, A SUCCESS IN OHIO

Title I of the Elementary and Secondary Education Act provides opportunities for children with learning problems to make significant academic gains. This program, now in its 14th year of successful implementation in Ohio, also addresses several of the major concerns the American public has about education.

In the 10th Annual Gallup Poll which surveys the public's attitude toward education, one question was "What if anything, do you think the public schools in this community should be doing that they are not doing now?" For the nation as a whole, the first four suggestions ranked: (1) more strict discipline, (2) better teachers, (3) back to basics, and (4) more parental involvement.

An assessment of the effectiveness of Title I in Ohio shows that the program as implemented not only carries out the intent of Congress, but also has an emphasis which directly addresses the second, third, and fourth recommendations of the public mentioned above.

Students served in Title I receive personalized instruction based on their individual needs and abilities. Children not only improve basic skills, but more importantly often for the first time, establish rapport with a teacher who believes in and cares for them in a way no other teacher has before. Well-trained teachers are the rule in Title I, not the exception.

Respondents to the Gallup Poll indicated a desire for "teachers who take a personal interest in each student, who try to understand each student and his or her problems...." Title I teachers keep current through inservice education. Training focuses primarily on diagnosing instructional needs and on developing individual plans to help students who have difficulty learning basic reading and math skills.

Poll respondents also wanted "more conferences between parents and teachers. They would like to know much more about what parents can do in the home to help their children in school." Title I requires parent participation in planning, implementing, and evaluating the program. In fiscal 1978, more than 78,000 individual conferences were held with parents. Teachers made 16,401 home visits, and 31,729 parents visited Title I classes. In addition, parents were involved in group meetings. There were also district-wide parent councils in each school district. More than 29,000 persons participated in parent councils.

The poll also reported that people want "greater emphasis placed upon what they often describe as the 'fundamentals,' meaning reading, writing, and arithmetic." In the 1978 Ohio Title I program, 114,785 or 89% of the participants were given supplemental instruction in reading. An additional 16,663 or 9% were given assistance in math. Most importantly, students are making significant gains in both reading and math.

The data included as a part of the annual evaluation reports submitted to the U.S. Office of Education substantiate this claim that students who had been experiencing serious learning problems in the classroom are making significant gains.

For the past two years, fiscal 1977 and 1978, Ohio educators have used evaluation Model A-1 as developed by the RMC Corporation of Mountainview, California. The instructions from RMC indicate that the expected gain without special program intervention is 0, while an average gain of 7 normal curve equivalent (NCE) units is considered significant progress.

For both years, Title I students in Ohio far exceeded the average expected and significant gain levels in reading and math. Average gains in reading were 11 and 12 in 1977 and 1978 respectively. Gains in math were 14 and 15.

Reported gains for students at all grade levels exceeded the expected level in both subjects. Reading gains at all grade levels exceeded the significant standard of 7 NCEs. Math gains met or exceeded the standard at all grade levels where 20 or more scores were reported.

It is particularly significant that this amount of gain was obtained by children who were selected with a very restrictive selection criteria. Children in Ohio must score at or below the 33rd percentile on a standardized achievement test to qualify for service in the program. In fiscal 1978, funds were sufficient to serve only 37% of those children who were eligible. Priority of service was based on those having the greatest need--that is, those who scored lowest.

Support for services to students who have learning problems extends beyond that provided by federal dollars. Even in a time of great fiscal restraint in Ohio, the State General Assembly continues to appropriate $33,000,000 annually in state funds to expand programs funded from federal resources, ESEA Title I in particular.

The House Education and Labor Subcommittee on Elementary, Secondary, and Vocational Education, under the chairmanship of Mr. Carl Perkins, deserves commendation for its support of Title I.

APPENDIX A

FISCAL 1978 SUMMARY

1. Of Ohio's 616 school districts, 97% conducted Title I instructional programs.

2. Local school districts spent $61,991,317 to provide Title I instruction and supportive services for 126,216 educationally disadvantaged children.

3. Most Title I activities occurred in the regular school term, during which 97% of the participants received instruction and 99% of all expenditures were made.

4. Of the students receiving Title I instruction during the regular school term, 96% were in grade six or below. The greatest concentration of pupils, 70%, was in grade one through grade four.

5. A total of 5,517 nonpublic school pupils received Title I instruction during the regular term and 693 received summer term instruction.

6. Neglected or delinquent children receiving Title I instruction totaled 1,670 the regular term and 837 in the summer.

7. Due to the level of funding, only 37% of the students meeting the selection criteria were served.

8. Highest priority for Title I services is given to reading. Eighty-eight percent of all regular term participants and 91% of all summer term participants received instruction in this area.

9. Title I participants are making significant achievement gains. Students receiving extra instruction in reading gained in average of 12 NCEs (the normal curve equivalent unit of measure especially designed to measure Title I progress). Students receiving mathematics instruction gained an average of 15 NCEs. (A gain of 7 is considered significant.)

10. Eighty-two percent of all expenditures for the year were directed toward reading instruction. Next in money expended were mathematics and preschool education, with 9 and 7% respectively.

11. Ninety-three percent of all expenditures for the year were for staff salaries and related fringe benefits.

12. School districts hired 3,035 teachers, on a full-time equivalent basis, to instruct Title I participants during the regular term. During the summer term, districts hired 524 teachers on a full-time equivalent basis.

13. Title I teachers and supportive personnel spent 117,720 hours in inservice education sessions. For the average employee, this amounted to 20 hours.

14. Parent advisory councils are an integral part of Title I. A total of 7,969 parents served on district-wide councils and 17,489 were on building-level councils.

(From Title I in Ohio, 13th Annual Report)

APPENDIX B

TITLE I SUCCESS STORIES

From Title I to a Scholarship

Jack McCarthy, a 1978 graduate of East Palestine High School (Columbiana County), is convinced that Title I helped him win a $6,000 scholarship. Jack expresses his feelings this way: "When I look back on my 12 years of schooling, one of the most significant factors was a special reading course in third grade. Yes, I was a slow reader along with a handful of others in my class.

"Try to understand the feelings of a child with this problem. I know at first I felt worthless, embarrassed, and ashamed. But somehow my reading teacher, Mrs. Bentley, made me feel privileged to be in the program. Somehow she convinced me that the program was for special people, not necessarily slow, just special. She helped me gain confidence in myself which in turn made me read more in front of people. So the more I read, the better I could read.

"During my senior year, I was involved again with our reading program, only this time as a tutor. I found that tutoring was a very rewarding experience. I was assigned a special little boy who was having great trouble with his reading. During the year while I worked with him I watched him progress. Today, he can read 100% better than he did last year. Although he will have to keep working and striving to become a better reader, I feel certain he can and will do it.

"In recent years, I have found that I like art very much. This year I decided I would like to continue my study of art at the Art Institute of Fort Lauderdale, Florida. With this in mind, I entered national competition with an architectural drawing of a room and won first place with a $6,000 scholarship to that institute."

Jack's former Title I teacher, B.B. Bentley, explains that the tutoring mentioned is a teacher assistance course which seniors may take as an elective course. She says, "This past year, 72 seniors helped 72 elementary or middle school students about half an hour a day, five days a week. Tutors, most of whom work under the direction of Title I teachers, provide backup assistance to current Title I students. Other tutors work with classroom teachers and students in fourth grade and above who are no longer receiving extra Title I instruction."

Needless to say, Mrs. Bentley is proud of Jack and pleased that he gives Title I credit for helping him win a scholarship.

(From The Clipboard, Number 38--Fall, 1978)

Where Are They Now

A Title I teacher in Lakewood Local near Newark, since 1966, Ruth Hostetler, recently inquired about her former students. Stories of success were more frequent than she anticipated. Examples, with names changed, follow.

Bob, who had eye-hand coordination problems which masked and frustrated a brilliant mind, now owns a successful business in Washington, D.C.

Jim, once a bright but immature class clown, was appointed to the Naval Academy at Annapolis.

Don, burdened with a minor brain disfunction, graduated from high school this past June and is now attending the University of Cincinnati.

Linda, who needed extra help because of immaturity and poor coordination, is now winning junior olympic prizes for broad jumping and doing hurdles.

Julie, whose perceptual skills were so weak she couldn't write in a straight line, is now a poised, self-assured eighth grader who is doing quite well in school.

Carl, whose home situation led to placement in a foster home, progressed in one year from the bottom of his first-grade class in reading to near the top.

(From The Clipboard, Number 35--Fall, 1977)

Turnaround with Parent Involvement

Jodi had a negative attitude which turned everyone off when she was first assigned to Title I reading. In spite of tests indicating she had a high IQ, Jodi was very unhappy and doing poorly in school. The turnaround came after her mother started working as a school volunteer. The girl became proud that her mother was helping and the mother became more understanding about her daughter's educational and emotional needs.

The interaction among parent, child, and teachers helped bring about student progress. Jodi's reading skills, and skills in other subject areas, improved. By the end of the year, she had jumped from below the 33rd percentile to the 68th percentile on the Metropolitan Reading Test.

(From The Clipboard, Number 38--Fall, 1978)